

# ***Government That Works!***

**NEW JERSEY DEPARTMENT OF THE TREASURY**

**LOCAL GOVERNMENT BUDGET REVIEW**

***ROOSEVELT BOROUGH BOARD OF EDUCATION***

**DONALD T. DiFRANCESCO**  
*Acting Governor*

**PETER R. LAWRENCE**  
*Acting State Treasurer*

**APRIL, 2001**



## **GOVERNMENT THAT WORKS**

### **OPPORTUNITIES FOR CHANGE**

#### ***The Report of the Roosevelt Borough Board of Education***

New Jerseyans deserve the best government their tax dollars can provide. Efficiency in government and a common sense approach to the way government does business, both at the state and at the local level, are important to Acting Governor Donald T. DiFrancesco. It means taxpayers should get a dollar's worth of service for every dollar they send to government, whether it goes to Trenton, their local town hall or school board. Government on all levels must stop thinking that money is the solution to their problems and start examining how they spend the money they now have. It is time for government to do something different.

Of major concern is the rising cost of local government. There is no doubt that local government costs and the property taxes that pay for them have been rising steadily over the past decade. The Local Government Budget Review (LGBR) program was created in 1994 by former Governor Whitman, marking the first time the state worked as closely with towns to examine what is behind those costs. The Local Government Budget Review (LGBR) program's mission is simple: to help local governments and school boards find savings and efficiencies without compromising the delivery of services to the public.

The LGBR program utilizes an innovative approach combining the expertise of professionals, primarily from the Departments of Treasury, Community Affairs and Education, with team leaders who are experienced local government managers. In effect, it gives local governments a comprehensive management review and consulting service provided by the state at no cost to them. To find those "cost drivers" in local government, teams review all aspects of local government operation, looking for ways to improve efficiency and reduce costs.

In addition, teams also document those state regulations and mandates which place burdens on local governments without value-added benefits and suggest, on behalf of local officials, which ones should be modified or eliminated. Teams also look for "best practices" and innovative ideas that deserve recognition and that other communities may want to emulate.

Based upon the dramatic success of the program and the number of requests for review services, in July, 1997, the program was expanded, tripling the number of teams in an effort to reach more communities and school districts. The ultimate goal is to provide assistance to local government that results in meaningful property tax relief to the citizens of New Jersey.

## **THE REVIEW PROCESS**

In order for a town, county or school district to participate in the Local Government Budget Review program, a majority of the elected officials must request the help of the review team through a resolution. There is a practical reason for this: to participate, the governing body must agree to make all personnel and records available to the review team, and agree to an open public presentation and discussion of the review team's findings and recommendations.

As part of the review, team members interviewed each elected official, as well as employees, appointees, members of the public, contractors and any other appropriate individuals. The review teams examined current collective bargaining agreements, audit reports, public offering statements, annual financial statements, the municipal code and independent reports and recommendations previously developed for the governmental entities, and other relevant information. The review team physically visits and observes the work procedures and operations throughout the governmental entity to observe employees in the performance of their duties.

In general, the review team received the full cooperation and assistance of all employees and elected officials. That cooperation and assistance was testament to the willingness, on the part of most, to embrace recommendations for change. Those officials and employees who remain skeptical of the need for change or improvement will present a significant challenge for those committed to embracing the recommendations outlined in this report.

Where possible, the potential financial impact of an issue or recommendation is provided in this report. The recommendations do not all have a direct or immediate impact on the budget or the tax rate. In particular, the productivity enhancement values identified in this report do not necessarily reflect actual cash dollars to the school district, but do represent the cost of the entity's current operations and an opportunity to define the value of improving upon such operations. The estimates have been developed in an effort to provide the entity an indication of the potential magnitude of each issue and the savings, productivity enhancement, or cost to the community. We recognize that all of these recommendations cannot be accomplished immediately and that some of the savings will occur only in the first year. Many of these suggestions will require negotiations through the collective bargaining process. We believe, however, that these estimates are conservative and achievable.

**LOCAL GOVERNMENT BUDGET REVIEW  
EXECUTIVE SUMMARY  
ROOSEVELT BOROUGH BOARD OF EDUCATION**

**Technology**

The team recommends that the district establish an arrangement with the Monmouth County ETTC as an alternate to the current technology support person, saving \$3,000.

The team also recommends that the district utilize the state's cost-per-copy contract, saving \$3,615.

**Transportation**

The district should consider preparing route bid specifications for the transportation of students to and from Kreps Middle School and the Hightstown High School, utilizing a tiered route and offering a multi-year contract. By using competitive bids, the district could reduce the cost of this transportation, saving \$14,000 per year.

By purchasing a 16-passenger vehicle, and hiring a part-time driver to transport students on one of the more expensive special education routes, the district could save approximately \$6,100.

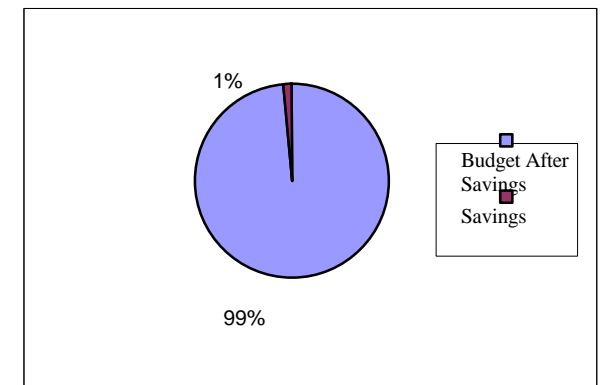
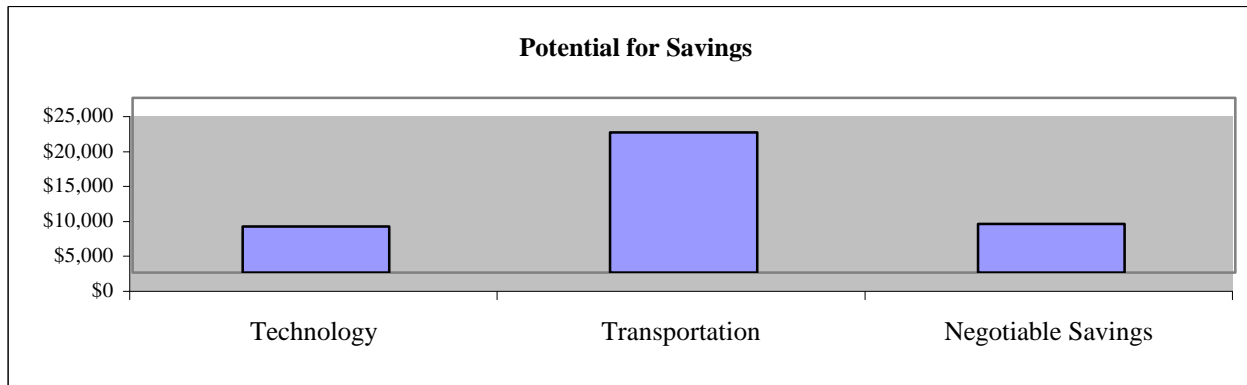
**Insurance**

The team recommends that the district consider conducting a health fair for its employees with representatives from the State's Health Benefits Program (SHBP) to explain the state's managed care program. The goal is to lower medical insurance by having employees voluntarily select the managed care program, potentially saving \$7,000.

**COMPARISON OF BUDGET APPROPRIATION, STATE AID  
AND LOCAL TAX RATE WITH RECOMMENDED REDUCTIONS IN  
ROOSEVELT BOROUGH BOARD OF EDUCATION**

<b><u>Areas Involving Monetary Recommendations</u></b>	<b><u>Annual Savings/ Expense</u></b>	<b><u>*Potential Savings</u></b>	<b><u>Totals</u></b>
<b>Technology</b>			
Establish arrangement with Monmouth County ETTC for technical support	\$3,000		
Utilize the state's cost-per-copy contract	\$3,615		
			<b>\$6,615</b>
<b>Transportation</b>			
Prepare route bid specifications, utilizing a tiered route and offering multi-year contract	\$14,000		
Purchase a 16-passenger van to transport students from one of special education routes	\$6,100		
			<b>\$20,100</b>
<b>Collective Bargaining Issues</b>			
Hold health fair with SHBP representatives to explain the state's managed care program		\$7,000	
<b>Total Recommended Savings</b>	<b>\$26,715</b>	<b>\$7,000</b>	<b>\$26,715</b>
*\$7,000 not included in savings of \$26,715.			
<b>Total Amount Raised for School Tax</b>			<b>\$1,249,886</b>
<b>Savings as a % of School Tax</b>			<b>2%</b>
<b>Total Budget</b>			<b>\$2,035,723</b>
<b>Savings as a % of Budget</b>			<b>1%</b>
<b>Total State Aid</b>			<b>\$590,235</b>
<b>Savings as a % of State Aid</b>			<b>5%</b>

**COMPARISON OF BUDGET APPROPRIATION, STATE AID  
AND LOCAL TAX RATE WITH RECOMMENDED REDUCTIONS IN  
ROOSEVELT BOROUGH BOARD OF EDUCATION**



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## COMMUNITY OVERVIEW

The Borough of Roosevelt, located in western Monmouth County, is 1.96 square miles surrounded by farmland, woodland and greenbelts. Its 1998 estimated population of 888 residents resides in 328 houses built on half-acre lots. A two-lane county road serves as its main street and runs to neighboring Hightstown and an interchange of the New Jersey Turnpike, approximately four miles distant.

Roosevelt was founded in 1936 as an agricultural community named Jersey Homesteads. It was established under the auspices of the United States government, as a cooperative community for Jewish garment workers and farmers. As such, it was one of President Franklin Delano Roosevelt's New Deal programs aimed at confronting the economic and social effects of the Great Depression. One government agency, the Division of Subsistence Homesteads, was mandated to create new communities, generally, in proximity to local industries. During this period, dozens of subsistence homesteads towns were built around the nation. They varied in housing design, population, and occupational and economic base. Roosevelt is the only one of these resettlement projects that still functions as a self-governing municipality.

The "back-to-the-land" movement formulated the original idea of Jersey Homesteads. The most recognizable advocate of the movement was Albert Einstein, but another immigrant named Benjamin Brown is considered to be the father of Jersey Homesteads. Brown's plan was to resettle Jewish garment workers from New York to this rural village in central New Jersey. Its economic base would be a cooperatively managed woman's coat and hat factory. In the off-seasons of this seasonal industry, the workers would be employed at a cooperatively run dairy, and chicken and crop farms. The workers would own a co-op food store and retail outlet for the coats and hats produced in their factory.

In 1937, Jersey Homesteads separated from Millstone Township and was incorporated as a borough. The entire town is designated on both the State and National Registers of Historic Places. Roosevelt is one of only 15 communities on the National Register of Historic Places. Eventually 200 houses, a school, a factory, sewage and water plants were built on 1,200 acres. As it turned out, only 120 of the proposed 200 avant-garde German Bauhaus style homes were actually purchased by homesteaders. The remaining 80 were put up for rent. The cooperative garment factory and farms lasted only a few years. Most people remained, and commuted to work in New York or Philadelphia. After the Second World War, the government sold the houses and farms to the residents. In 1954, the name of the town was changed to Roosevelt to honor the deceased president.

An elected mayor and council govern the borough. The mayor is elected for a term of four years. The borough council of six members serves for three years with two members up for reelection each year. The President of Council is elected on a yearly basis from the membership.

The Roosevelt Borough School District is governed by an elected board of education. The nine members serve staggered three-year terms with one member serving as president and one as vice-president on a yearly basis. The district is comprised of one school serving a 2000-01



student population of 86. The district currently sends its secondary students in grades seven through twelve to the East Windsor Regional School District in neighboring Hightstown, New Jersey. The original structure was constructed in 1937, with an addition in 1970 and 1995.

Roosevelt is no longer either working class or predominantly Jewish. Its character now comes from a high population of artists, poets, writers, musicians, composers and professors – a significant number of whom are actively involved in the creative arts. The origin of this dates back to the WPA Arts Project, which commissioned arts works in public buildings, among them the Jersey Homesteads Public School. The lobby of the school building houses a large fresco mural painted in 1936-37 by Ben Shahn. The mural depicts the history of the New Deal as specifically related to the creation of the town.

The school district, according to the 1998-99 Certified Annual Financial Report (CAFR), employees 25 staff members, which include 18 certified staff members and 7 non-professionals. The New Jersey Department of Education ranks the District in the “I” category of District Factor Groups (DFG). This is the indicator of the socio-economic status of the citizens of the district. These groupings range from A through J, with the latter being the highest in terms of wealth. The “I” designation is a source of contention in the community. The board of education, administration, mayor and a number of community members contend that this designation is incorrect and unfairly penalizes the school district. They are actively exploring various ways to have it changed.

## **I. BEST PRACTICES**

A very important part of each Local Government Budget Review report is the Best Practices section. During the course of every review, each review team identifies procedures, programs and practices that are noteworthy and deserving of recognition. Best practices are presented to encourage replication in communities and schools throughout the state. By implementing these practices, municipalities and school districts can benefit from the Local Government Budget Review process and possibly save considerable expense on their own.

Just as we are not able to identify every area of potential cost savings; the review team cannot cite every area of effective effort. The following are those best practices recognized by the team for cost and/or service delivery effectiveness.

The Roosevelt School District serves as the focal point of the community. Despite having one of the highest tax rates in the State of New Jersey, the community supports the school budget and all activities of the school. It is not uncommon to have almost the entire community present for plays, programs and graduation. There is an exceptional sense of pride exuded by the residents, whether they are original founders or newcomers to the borough. Everyone seems to be of one resolve in their community pride.

Small size and limited resources are in many ways restrictive. The upside of this problem is the district's ability and determination to effect necessary change. Limited bureaucracy, a sound work ethic, excellent communications provide a means to this end. The district continually addresses educational issues through sound research and input from the staff and community.

The Roosevelt school officials, to include the board, chief school administrator and, particularly, the school business administrator have made extensive efforts to be cost effective. The purchasing practices of the school district are sound and quality conscious. The taxpayers of the borough benefit greatly by this ongoing effort to save funds.

## **II. OPPORTUNITIES FOR CHANGE/FINDINGS AND RECOMMENDATIONS**

The purpose of this section of the review report is to identify opportunities for change and to make recommendations that will result in more efficient operations and financial savings to the school district and its taxpayers.

In its study, the review team found the district makes a conscious effort to control costs and to explore areas of cost saving efficiencies in its operations. Some of these are identified in the Best Practices section of this report. Others will be noted, as appropriate, in the findings to follow. The district is to be commended for its efforts. The review team did find areas where additional savings could be generated and has made recommendations for change that will result in reduced costs or increased revenue.

Where possible, a dollar value has been assigned to each recommendation to provide a measure of importance or magnitude to illustrate cost savings. The time it will take to implement each recommendation will vary. It is not possible to expect the total projected savings to be achieved in a short period of time. Nevertheless, the total savings and revenue enhancements should be viewed as an attainable goal. The impact will be reflected in the immediate budget, future budgets, and the tax rate(s). Some recommendations may be subject to collective bargaining considerations and, therefore, may not be implemented until the next round of negotiations. The total savings will lead to a reduction in tax rates resulting from improvements in budgeting, cash management, and cost control and revenue enhancement.

### **COMPARATIVE ANALYSIS**

LGBR uses various methods to analyze school districts. One method is to compare districts to one another using information from the New Jersey Department of Education and from the Comprehensive Annual Financial Audit (CAFR). Districts may be compared to appropriate statewide averages or medians. At other times, a comparison is made among districts that are similar in type (K-6), size and socio-economic characteristics. The most recent comparative data used in this report was compiled in the school year 1998-99, which was the most current available. Other methods used by LGBR include reviewing district documents and identifying benchmarks or related information from various state agencies, state education associations, various professional publications, and private industry.

Whenever possible, comparable districts are drawn from as close a geographical proximity as possible. The school districts that were used for detailed comparison with the Roosevelt Borough School District include Lebanon Borough in Hunterdon County, Island Heights Borough in Ocean County and Wenonah Borough in Gloucester County. The districts were chosen because of their size and socio-economic characteristics. All four districts are Type II districts and have elected boards of education. All of the districts are kindergarten through grade six, with enrollments that range between 86 and 179 and all have one school. The size of the Roosevelt School District (ADE 86) limits the possibilities for comparison, especially in the DFG comparison. The Wenonah Borough School District was the only other small (K-6) district

with an “I” designation in DFG and its size, which, while still quite small, was still twice as large as that of the Roosevelt District. Other comparisons include teacher/student ratio, students per administrator and faculty per student. The Roosevelt School District has the second lowest ratio of teachers to students and the lowest number of faculty and students per administrator. The median teachers’ salary is the lowest of the four districts and the median administrators’ salary is the second lowest.

<b>School District Comparisons Based on General Characteristics</b>				
<b>Description</b>	<b>Roosevelt Borough</b>	<b>Lebanon Borough</b>	<b>Island Heights Borough</b>	<b>Wenonah Borough</b>
County	Monmouth	Hunterdon	Ocean	Gloucester
District Type	II	II	II	II
Grades	K-6	K-6	K-6	K-6
District Factor Group	I	GH	FG	I
Certified Employees	18	23	17	22.1
Other Employees	7	6	9	7.8
Total Employees	25	29	26	29.9
Square Miles	2	1.1	.06	1.6
Number of Schools				
Elementary	1	1	1	1
Total	1	1	1	1
Average Daily Enrollment	86	98	136	179
Teacher/Student Ratio				
Elementary	7.4:1	7.3:1	11.0:1	9.1:1
Administrative Personnel 1998-99				
Number of Administrators	2	2	1	2
Students per Administrator	43:1	49:1	136:1	90:1
Faculty per Administrator	5.7:1	6.6:1	12.4:1	10.2:1
Median Salary				
Faculty	\$33,999	\$46,900	\$45,181	\$35,113
Administrators	\$61,682	\$62,534	\$90,144	\$60,864
Median Years of Experience				
Faculty	5	17	20	11
Administrators	10	16	39	28
Instructional Time	5 hrs. 30 min.	5 hrs. 50 min.	5 hrs. 20 min.	5 hrs. 35 min.

Source: 1998-99 CAFR, 1998-99 Report Card, and NJDOE Comparative Spending Guide, 2000.

The next step in the comparison of similar districts is to review the revenue information contained in the 1998-99 Comprehensive Annual Financial Report (CAFR). The data indicates that the districts are similar to one another. The majority of revenue received by the Roosevelt District is derived from local sources. The local officials of both the school district and

municipality have contested, in recent years, the amount of state aid given to the district as not being reflective of their need. Approximately 31.4% of the district's funding come from state aid and 2.2% from federal sources.

<b>Comparison of Revenues</b>								
	<b>Roosevelt Borough</b>		<b>Lebanon Borough</b>		<b>Island Heights Borough</b>		<b>Wenonah Borough</b>	
<b>Revenues</b>								
<b>General Fund</b>								
Local Tax Levy	\$1,154,665	61.4%	\$1,279,666	73.2%	\$1,196,014	77.2%	\$1,220,035	66.0%
State Aid *	\$551,939	29.3%	\$177,510	10.1%	\$242,974	15.7%	\$522,196	28.3%
Federal Aid	\$0	0.0%	\$0	0.0%	\$0	0.0%	\$0	0.0%
Tuition	\$9,044	0.5%	\$0	0.0%	\$0	0.0%	\$10,120	0.0%
Miscellaneous	\$31,172	1.7%	\$0	0.0%	\$14,066	0.9%	\$11,021	0.6%
<b>Total General Fund</b>	<b>\$1,746,821</b>	<b>92.9%</b>	<b>\$1,457,176</b>	<b>83.3%</b>	<b>\$1,453,054</b>	<b>93.8%</b>	<b>\$1,753,252</b>	<b>94.9%</b>
<b>Special Revenue Fund</b>								
State Aid	\$6,642	0.4%	\$7,025	0.4%	\$5,174	0.3%	\$8,569	0.5%
Federal Aid	\$40,477	2.2%	\$18,851	1.1%	\$1,377	0.1%	\$85,822	4.6%
Other	\$9,179	0.5%	\$5,919	0.3%	\$0	0.0%	\$0	0.0%
<b>Total Revenue Fund</b>	<b>\$56,298</b>	<b>3.0%</b>	<b>\$31,795</b>	<b>1.8%</b>	<b>\$6,551</b>	<b>0.4%</b>	<b>\$94,391</b>	<b>5.1%</b>
<b>Debt Service Fund</b>								
Local Tax Levy	\$45,826	2.4%	\$260,392	14.9%	\$73,558	4.8%	\$0	0.0%
State Aid	\$31,654	1.7%	\$0	0.0%	\$15,305	1.0%	\$0	0.0%
<b>Total Debt Service Fund</b>	<b>\$77,480</b>	<b>4.1%</b>	<b>\$260,392</b>	<b>14.9%</b>	<b>\$88,863</b>	<b>5.8%</b>	<b>\$0</b>	<b>0.0%</b>
<b>Fiduciary Fund Type</b>								
Other	\$0	0.0%	\$0	0.0%	\$0	0.0%	\$781	0.0%
<b>Total Fiduciary Fund Type</b>	<b>\$0</b>	<b>0.0%</b>	<b>\$0</b>	<b>0.0%</b>	<b>\$0</b>	<b>0.0%</b>	<b>\$781</b>	<b>0.0%</b>
<b>Capital Projects</b>								
<b>Total Revenues - All Funds</b>	<b>\$1,880,599</b>	<b>100%</b>	<b>\$1,749,363</b>	<b>100%</b>	<b>\$1,548,468</b>	<b>100%</b>	<b>\$1,944,346</b>	<b>100%</b>

Source: 1998-99 Comprehensive Financial Report (CAFR).

\*GASB Statement 24 requires that "on behalf of TPAF Pension Contribution" and "Reimbursed TPAF Social Security Contributions" be reported, but they do not represent true revenue items of the respective districts. (Deduct: Roosevelt-\$75,545, Lebanon-\$102,340, Island Heights-\$94,830, Wenonah-\$130,995.)

General fund expenditures of the four districts are displayed in the following chart. In each area, a dollar figure is given with a percentage of the total expenditure in the column to the immediate right. Instructional costs in all four districts vary from a high of \$841,103 in Wenonah Borough to a low of \$470,181 in Roosevelt. The Roosevelt expenditures represent approximately 25.8% of the funds it spends. The district also expends a significant amount of their funds in the area of undistributed expenditures. This category includes tuition expenditures for their high school students of just over three-quarters of a million dollars. Total administrative costs were the lowest of the four districts. However, the dollar amounts in all were very similar. This is reflective of minimal administrative employment in all four districts (chief school administrator and business manager).

<b>Comparison of General Fund Expenditures</b>								
<b>Actual</b>	<b>Roosevelt Borough</b>		<b>Lebanon Borough</b>		<b>Island Heights Borough</b>		<b>Wenonah Borough</b>	
Regular Program – Inst.	\$403,387	22.2%	\$529,682	29.1%	\$571,446	43.9%	\$741,758	45.0%
Special Education	\$61,043	3.4%	\$97,121	5.3%	\$51,127	3.9%	\$57,400	3.5%
Basic Skills-Remedial	\$4,395	0.2%	\$30,378	1.7%	\$31,024	2.4%	\$31,376	1.9%
Sponsored Co-Curr. Activities	\$1,356	0.1%	\$0	0.0%	\$2,091	0.1%	\$8,620	0.5%
Sponsored Athletics	\$0	0.0%	\$343	0.0%	\$0	0.0%	\$0	0.0%
Community Services Program	\$0	0.0%	\$0	0.0%	\$0	0.0%	\$1,949	0.1%
<b>Total Instructional Cost</b>	<b>\$470,181</b>	<b>25.8%</b>	<b>\$657,524</b>	<b>36.1%</b>	<b>\$655,688</b>	<b>50.3%</b>	<b>\$841,103</b>	<b>51.0%</b>
Undistributed Exp. - Ins.	\$777,452	42.7%	\$267,503	14.7%	\$33,134	2.5%	\$58,273	3.5%
General Administration	\$75,213	4.1%	\$39,649	2.2%	\$110,240	8.5%	\$101,844	6.2%
School Administration	\$49,692	2.7%	\$85,992	4.7%	\$19,404	1.5%	\$38,299	2.3%
<b>Total Administrative Cost</b>	<b>\$124,905</b>	<b>6.9%</b>	<b>\$125,641</b>	<b>6.9%</b>	<b>\$129,644</b>	<b>10.0%</b>	<b>\$140,143</b>	<b>8.5%</b>
Food Service	\$0	0.0%	\$0	0.0%	\$7,417	0.6%	\$0	0.0%
Health Service	\$8,168	0.4%	\$15,896	0.9%	\$17,911	1.4%	\$23,929	1.5%
Attend. & Soc. Work Serv.	\$1,477	0.1%	\$0	0.0%	\$450	0.0%	\$0	0.0%
Students Related & Extra Serv.	\$17,883	1.0%	\$43,589	2.4%	\$18,998	1.5%	\$38,518	2.1%
Other Support Service	\$33,223	1.8%	\$49,635	2.7%	\$58,433	3.6%	\$55,276	3.4%
Other Imp. of Inst. Service	\$166	0.0%	\$0	0.0%	\$5,882	0.5%	\$12,914	0.8%
Media Serv./Sch. Library	\$984	0.1%	\$29,126	1.6%	\$1,284	0.1%	\$13,151	0.8%
Instruct. Staff Training Services	\$5,109	0.3%	\$4,546	0.2%	\$2,163	0.2%	\$3,315	0.2%
Operation of Plant	\$79,655	4.4%	\$117,896	6.5%	\$155,199	11.9%	\$125,647	7.6%
Bus. & Other Sup. Serv	\$136,124	7.5%	\$52,854	2.9%	\$154,656	11.9%	\$190,803	11.6%
<b>Total Support Services</b>	<b>\$282,788</b>	<b>15.5%</b>	<b>\$313,542</b>	<b>17.2%</b>	<b>\$422,391</b>	<b>32.4%</b>	<b>\$463,553</b>	<b>28.1%</b>
Transportation	\$125,093	6.9%	\$38,230	2.1%	\$28,559	2.2%	\$44,630	2.7%
Capital Outlay	\$40,324	2.2%	\$3,850	0.2%	\$33,011	2.5%	\$70,758	4.3%
Special Schools	\$0	0.0%	\$0	0.0%	\$0	0.0%	\$30,562	1.9%
<b>Total General Fund Expend.</b>	<b>\$1,820,744</b>	<b>100%</b>	<b>\$1,406,290</b>	<b>100%</b>	<b>\$1,302,427</b>	<b>100%</b>	<b>\$1,649,022</b>	<b>\$100%</b>
Average Daily Enrollment	86		98		136		197	

Source: 1998-99 Comprehensive Annual Financial Report.

Additionally, Roosevelt spends the least amount of the four districts on support services, while spending the greatest amount on student transportation. The latter, which encompasses transportation for secondary and special education students, will be addressed in that particular section of this report.

The information in the following comparison was drawn from the New Jersey Department of Education Comparative Spending Guide 2000. The dollar amount represents the actual amount spent in each of the listed categories for the school year 1998-99. In most areas, the per pupil expenditures or comparisons fall into the upper range of the 66 schools in the K-6 grouping. This is also true of Lebanon Borough, Island Heights Borough and Wenonah Borough.

<b>Analysis of Similar Districts Using Per Pupil Expenditures or Staffing Data</b>				
	<b>Roosevelt Borough</b>	<b>Lebanon Borough</b>	<b>Island Heights Borough</b>	<b>Wenonah Borough</b>
Total Cost Per Pupil	\$10,315	\$12,322	\$8,775	\$8,098
Total Classroom Instruction	\$6,060	\$7,453	\$5,275	\$4,640
Classroom Salaries & Benefits	\$5,682	\$6,691	\$4,958	\$4,354
Classroom Gen. Supplies & Textbooks	\$355	\$407	\$310	\$235
Classroom Purchased Services & Other	\$23	\$84	\$7	\$51
Total Support Services	\$858	\$1,647	\$834	\$842
Support Services Salaries & Benefits	\$739	\$1,343	\$294	\$623
Total Administrative Costs	\$2,368	\$1,987	\$1,426	\$1,081
Salaries & Benefits for Administration	\$1,975	\$1,586	\$1,231	\$885
Operations & Maintenance of Plant	\$971	\$1,172	\$1,183	\$702
Salaries & Benefits for Oper. & Maint. of Plant	\$415	\$370	\$535	\$335
Food Service	\$0	\$53	\$54	\$0
Extracurricular Cost	\$16	\$4	\$15	\$48
Total Equipment	\$77	\$39	\$17	\$180
Student/Teacher Ratio	8.2:1	8.5:1	12.7:1	9.2:1
Median Teacher Salary	\$33,999	\$46,900	\$45,181	\$35,113
Student/Support Service Ratio	70:1	50.5:1	80:1	197.8:1
Median Support Service Salary	\$12,382	\$23,400	\$26,290	\$27,276
Student/Administrator Ratio	42:1	48:1	136:1	89:1
Median Administrator Salary	\$61,682	\$62,864	\$90,144	\$60,864
Faculty/Administrator Ratio	5.7:1	6.6:1	12.4:1	10.2:1
Personal Services-Employee Benefits	12%	11.6%	12.2%	12.3:

Source: NJDOE Comparative Spending Guide 2000. The total cost per pupil in this table is calculated from those costs included in a district's general fund and special revenue fund budget (early childhood program, demonstrably effective programs, distance learning costs and instructional supplement costs) related to servicing the pupils on role in the district (resident students plus those received from other districts less those sent out of district) that are considered comparable among school districts. It includes classroom instruction, support services, administration, operation and maintenance of facilities, food services, extra-curricular activities, community and services. The calculation excludes the local contribution to special revenue, tuition expenditures, and interest payments on the lease purchase of buildings, transportation costs and judgements against the school district. Also excluded from this per pupil calculation are equipment purchases, facilities acquisition and construction services, expenditures funded by restricted local, state and federal grants and debt service expenditures.

Beyond the four districts, the Comparative Spending Guide 2000 also compares districts based upon enrollment grouping and grade configuration. In this case, Roosevelt was compared to other kindergarten through six grade districts. In addition to the three districts used in the previous comparisons, there are 62 similar districts in the state for a total of 66. The information presented shows applicable cost and ranking per category for three years (prior to 1998-99 there were 67 K-6 school districts). The districts are ranked from low cost to high cost with one (1) being the lowest cost per student and 66 being the highest cost per student.

<b>Comparison of Roosevelt to 66 School Districts Ranked from 1 (Low Cost) to 66 (High Cost)</b>						
	<b>1996-97*</b>		<b>1997-98*</b>		<b>1998-99</b>	
	<b>Actual</b>	<b>Ranking</b>	<b>Actual</b>	<b>Ranking</b>	<b>Actual</b>	<b>Ranking</b>
Cost Per Pupil	\$8,928	61	\$9,776	63	\$10,315	64
Classroom Instruction	\$5,622	60	\$5,840	63	\$6,060	64
Classroom Salaries & Benefits	\$5,180	61	\$5,458	63	\$5,682	62
General Supplies & Textbook	\$397	64	\$352	60	\$355	61
Purchased Services & Other	\$45	25	\$30	24	\$23	17
Support Services	\$450	13	\$755	24	\$858	32
Support Service Sal. & Benefits	\$377	17	\$621	27	\$739	39
Total Administrative Cost	\$2,004	64	\$2,189	66	\$2,368	66
Salaries & Benefits for Admin.	\$1,603	64	\$1,820	65	\$1,975	66
Operations & Maintenance	\$779	43	\$889	49	\$ 971	57
Sal. & Benefits for Oper./Maint.	\$366	43	\$405	45	\$415	48
Food Service	\$34	20	\$37	16	\$0	-
Extracurricular Cost	\$24	26	\$31	31	\$16	21
Median Teacher Salary	\$31,586	5	\$32,692	7	\$33,999	6
Median Support Service Salary	\$11,710	4	\$11,989	2	\$12,382	2
Median Administrator Salary	\$55,755	14	\$58,745	11	\$61,682	17
<b>Ranked High Ratio to Low</b>						
Student/Administrator Ratio	46.5:1	67	44.1:1	67	42:1	66
Faculty/Administrator Ratio	5.6:1	64	5.7:1	65	5.7:1	63

Source: 2000 New Jersey Department of Education Spending Guide – Total of 66 School Districts.

\*Total of 67 School Districts.

There are 18 different categories in this comparison. Seventeen are actually used since Roosevelt no longer has food service costs. A ranking above 33 would reflect a higher cost than the midpoint and a ranking of 33 or lower would reflect costs below the midpoint of the 66 districts. Roosevelt ranked below the midpoint in six of the 17 categories. In comparison, classroom salaries and benefits have a high cost in comparison to similar districts, yet median and average teacher salaries are well below county and state averages. The same can be said of support service and administrative rankings, except their ranking is not high and they are well below state median salaries. Student/administrator ratio and faculty/administrator ratios are the lowest of the four comparison districts and at, or near, the top in the comparison grouping. This is once again reflective of size and the inefficiency of the enrollment numbers.

## ADMINISTRATION

Board policy (File Code: 2121) directs the establishment and implementation of an organizational plan known as “unit control” for the management of the school district. The chief school administrator is directly responsible to the board of education and directly or indirectly supervises every district employee. The management responsibilities of the chief school administrator include all phases of the educational program, all aspects of the financial operation,



physical plant operations and school community relations. Performance responsibilities include attendance and participation in all meetings of the board, advising the board on policy, as well as supervision and enforcement of federal and state laws and board policy.

The organizational chart of the district indicates that the chief school administrator reports directly to the board of education. The school business administrator reports directly to the chief school administrator. In Roosevelt, the school business administrator also serves as the board secretary and reports to the board on all functions assigned by law. All instructional staff and the child study team report directly to the CSA, who also serves as the building principal. The school district has one kindergarten through sixth grade school with a 1998-99 ADE of 86. Students in grades seven through twelve attend Hightstown High School in the adjoining East Windsor Regional School District. This arrangement has been in place for a number of years.

In the Comparative Spending Guide 2000, total administrative expenditures relate to four areas of the annual school district budget statement – general administration, school administration, business and other support services, both business and central and improvement of instruction services. The total administrative costs in 1997-98 in the Roosevelt Borough School District were \$2,189 per pupil, with a ranking of 66 out of 66 school districts (ranked low spending to high spending). The total administrative budget costs in 1998-99 were \$2,368, which again was the highest ranking of the 66 school districts (K-6).

The figures for total administrative costs for Roosevelt and the three K-6 comparison districts are illustrated in the table below.

<b>Total Administrative Costs - Selected K-6 Comparable Districts</b>	<b>1997-98</b>		<b>1998-99</b>	
	<b>Actual Cost Per Pupil</b>	<b>% of Total Comparative Cost/Pupil</b>	<b>Actual Cost Per Pupil</b>	<b>% of Total Comparative Cost/Pupil</b>
Lebanon Borough	\$1,860	16.3%	\$1,989	16.1%
Island Heights Borough	\$1,351	15.4%	\$1,426	16.3%
Wenonah Borough	\$1,566	23.9%	\$1,081	13.3%
Three-District Average	\$1,592	18.5%	\$1,499	15.2%
Roosevelt Borough	\$2,189	22.4%	\$2,368	23.0%

Source: New Jersey Department of Education Comparative Spending Guide, March, 2000.

The review team also examined the Comprehensive Educational Improvement and Financing Act (CEIFA) Function 230 – Support Services – General Administration account for the year 1998-99 for Roosevelt Borough, Lebanon Borough, Island Heights Borough and Wenonah Borough for the purpose of comparison. This function area includes expenses associated with the board of education, central administration and school elections. This examination revealed the following costs for fiscal year 1998-99 (based on the 6/30/99-audit report).

<b>General Administration</b>	<b>Roosevelt Borough</b>	<b>Lebanon Borough</b>	<b>Island Heights Borough</b>	<b>Wenonah Borough</b>
Salaries	\$49,086	\$15,353	\$90,144	\$74,300
Legal Services	\$0	\$667	\$3,445	\$979
Other Purchased Prof. Services	\$7,782	\$9,508	\$5,800	\$6,530
Purchased Technical Services	\$0	\$0	\$0	\$0
Communications/Telephones	\$6,473	\$9,904	\$3,285	\$6,684
Other Purchased Services	\$5,370	\$2,417	\$0	\$5,688
Supplies and Materials	\$250	\$0	\$972	\$1,694
Miscellaneous	\$6,252	\$1,800	\$6,594	\$5,929
<b>Total</b>	<b>\$75,213</b>	<b>\$39,649</b>	<b>\$110,240</b>	<b>\$101,804</b>
<b>Per Pupil (ADE) Costs</b>	<b>\$875</b>	<b>\$405</b>	<b>\$811</b>	<b>\$569</b>

Average Daily Enrollment (1998-99) Roosevelt Borough 086, Lebanon Borough 098, Island Heights Borough 136, and Wenonah Borough 179.

An analyses of the general administrative costs of the Roosevelt District indicate that the district spends \$75,213, as compared with \$39,649 in Lebanon Borough, \$110,240 in Island Heights Borough and \$101,804 in Wenonah Borough. The per pupil administrative costs associated with this function were \$875 in Roosevelt, \$811 in Island Heights, \$405 in Lebanon Borough and \$569 in Wenonah Borough, based on the 230 category for 1998-99. In this comparison, it appears that while most districts prorated funds between general and school administration, there is some variance in the percentages allocated to each.

Inclusion of both school and general administration budget numbers in the total, while not repositioning Roosevelt as the highest spending (per pupil), indicates that the four districts spend almost the same amounts on these combined functions.

<b>GENERAL AND SCHOOL ADMINISTRATION</b>			
	<b>General Administration</b>	<b>School Administration</b>	<b>Total</b>
Roosevelt Borough	\$75,213	\$49,692	\$124,905
Lebanon Borough	\$39,649	\$85,992	\$125,641
Island Heights Borough	\$110,240	\$19,404	\$129,644
Wenonah Borough	\$101,804	\$38,299	\$140,103

Source: Districts' 1998-99 Comprehensive Annual Financial Report (CAFR).

Administrative costs and benefits include the full-time and part-time salaries of the chief school administrator and business manager/board secretary. It also includes related clerical and secretarial staff. In 1997-98, the per pupil cost in Roosevelt was \$1,820, as opposed to an average of \$1,377 in the comparison districts. Similarly, in 1998-99 Roosevelt spent \$1,911 per pupil, in contrast to an average of \$1,234 in the comparison districts. The state average per pupil expense was \$678 in 1997-98 and \$699 in 1998-99. The expense variation is a function of the size of the school and the number of students served.

In 1998-99, the median administrative salary in the Roosevelt School District was \$61,682 or 15% lower than the three comparison districts. This percentage is somewhat skewed by the

\$90,144 average reported by the Island Heights District, where one administrator serves both the CSA function and the business administrator/board secretary function. When this figure is removed, the average salary of the remaining two districts is within \$17 of the Roosevelt average. Employee benefits in the same year represented 12% of salaries, the same as the three comparison districts and 7.5% lower than the state average of all K-6 school districts

<b>CEIFA Line 240 Support Service School Administration</b>				
<b>School Administration</b>	<b>Roosevelt Borough</b>	<b>Lebanon Borough</b>	<b>Island Heights</b>	<b>Wenonah Borough</b>
Salaries of Principal/Assistant Principals	\$42,307	\$61,414	\$18,556	\$0
Salaries of Secretarial/Clerical Assistants	\$7,385	\$14,175	\$0	\$35,357
Other Purchased Services	\$0	\$2,572	\$0	\$0
Supplies/Materials	\$0	\$6,513	\$848	\$2,942
Other Objects	\$0	\$1,318	\$0	\$0
Total	\$49,692	\$85,992	\$19,404	\$38,299
Per Pupil (ADE) Cost	\$578	\$878	\$143	\$214

Source: Districts' 1998-99 Comprehensive Annual Financial Report.

As indicated above, Roosevelt's overall expenditures for school administration were \$49,692 or \$578 per pupil in 1998-99. Both the total amounts and the per pupil cost vary widely in the comparison districts. These costs represent the salaries of principals or assistants in the performance of their building responsibilities. When there is one administrator (other than the school business administrator) who splits his/her time between this function and the general administration function, the amount is prorated. The prorated costs in the four districts varied widely, thus accounting for the wide variation in per pupil costs.

<b>Business and Other Support Services</b>				
	<b>Roosevelt Borough</b>	<b>Lebanon Borough</b>	<b>Island Heights Borough</b>	<b>Wenonah Borough</b>
Salaries	\$52,867	\$48,300	\$42,712	\$48,727
Purchased Prof. Services	\$0	\$1,180	\$0	\$4,635
Purchased Tech. Services	\$405	\$0	\$0	\$0
Other Purchased Services	\$4,670	\$249	\$0	\$0
Supplies & Materials	\$250	\$2,417	\$5,952	\$0
Miscellaneous	\$2,386	\$708	\$0	\$0
Total	\$60,578	\$52,854	\$48,664	\$53,362
Per Pupil Cost	\$704	\$539	\$358	\$298

Source: Districts' 1998-99 Comprehensive Annual Financial Report.

Roosevelt's business and other support service costs for 1998-99 were \$704 per pupil. Once again, total costs were similar to the comparison districts, but per pupil costs varied greatly, due to the size of the student populations.

The chart below summarizes and compares cost in the areas of general administration, school administration, business and other support services, improvement of instruction and instructional

staff training. The review team is aware that instructional staff training is not included in the calculation for administrative costs in the Comparative Spending Guide. However, the data is included here because some districts use this accounting line for some administrative positions.

	<b>Roosevelt Borough</b>	<b>Lebanon Borough</b>	<b>Island Heights Borough</b>	<b>Wenonah Borough</b>
General Administration	\$75,213	\$39,649	\$110,240	\$101,844
School Administration	\$49,692	\$85,992	\$19,404	\$38,299
Business & Other Support Services	\$60,578	\$52,854	\$48,664	\$53,362
Improvement of Instruction	\$166	\$0	\$5,882	\$12,914
Instructional Staff Training	\$5,109	\$4,546	\$0	\$3,315
Total	\$190,578	\$183,041	\$184,190	\$209,734
<b>Per Pupil (ADE) Cost</b>	<b>\$2,218</b>	<b>\$1,868</b>	<b>\$1,354</b>	<b>\$1,172</b>

Average Daily Enrollment (1998-99) for the districts were: Roosevelt Borough-86, Lebanon Borough-98, Island Heights Borough-136, Wenonah Borough- 179.

The data indicates that the overall costs, especially when combining general and school administration, are quite similar in Roosevelt and the comparable districts. The varied per pupil amounts are directly attributable to the number of students served.

**The Roosevelt Borough School District is run with appropriate supervisory and administrative staff. Job descriptions and duties for the chief school administrator and school business manager are encompassing and up to date. Each position has multiple and varied duties in their respective areas of responsibility. The district is frugal in allocating its financial resources for administration but their costs will always appear high because of the inefficiency of having a small student enrollment.**

**In January, 1998, the New Jersey Regionalization Advisory Panel issued its final report. This Panel was authorized as a component of the Comprehensive Educational Improvement and Financing Act of 1996 (CEIFA). Many of the recommendations of the advisory panel, with regard to size, apply to the Roosevelt School District. Further information is available on the New Jersey Department of Education website at [www.state.nj.us.njded/schools/region/regrelease.htm](http://www.state.nj.us.njded/schools/region/regrelease.htm).**

## **TECHNOLOGY**

### **Organizational Structure**

The Roosevelt School District originally had a technology facilitator who was responsible for the educational instruction of computers and other related technology. In September, 2000, the technology facilitator resigned and was subsequently replaced by a technology support person who is responsible for all maintenance concerning hardware/software and the file server. The new technology support person does not function in a teaching capacity.

A district technology committee, comprised of two board members, a teacher, and the chief school administrator (CSA), reviews technology issues. The final decision concerning the use of technology rests with the CSA.

**Recommendation:**

**The district should expand the technology committee to include a knowledgeable volunteer from the area business community. This liaison would enable the district to draw upon the expertise and resources of the business community.**

**Technology Plan**

The Roosevelt Educational Technology Plan contains recommendations for student instruction, staff training, technical support, hardware and software, connectivity and networking. The plan outlines the planning process, current status, spending plan and implementation strategies. The plan is to be reviewed by the technology committee a minimum of twice a year, with revisions made as necessary. The CSA also meets informally with the technology support person to discuss technology-related issues.

**Grants**

The Comprehensive Educational Improvement and Financing Act of 1996 provides state aid to school districts to establish statewide distance learning networks by the 2001-02 school year. This includes \$50 million for Distance Learning Network Aid, which is used to establish communities throughout the state for a sharing of services, resources, and experiences as the New Jersey Core Curriculum Content Standards are implemented. Services include instructional opportunities, electronic field trips, professional development, and broad information access online. The amount of aid is calculated at \$40 per pupil and is adjusted for inflation using the Consumer Price Index. For the 1998-99 school year, the district received \$6,642 in Distance Learning Funds.

The New Jersey Technology Literacy Challenge Fund Grant (TLCF) is a five-year award (1997-2002) to the New Jersey Department of Education from the United States Department of Education for approximately \$8 million per year to be awarded to local school districts. The school district initially applied for the New Jersey Technology Literacy Challenge Fund Grant in 1997. The application was turned down twice before Roosevelt became a successful grant recipient in 1999.

The grant, in the amount of \$65,000, with requirements which included development of a website, provision of e-mail for every teacher, extension of technology resources to the community and development of technology infused curricula-based activities for student achievement of the Core Curriculum Content Standards. In order to receive this grant, the district had to select a technology partner from the private sector. A relationship was developed between the Roosevelt Public School and the Princeton Day School through on-line access. Research for Better Schools, Inc. in Philadelphia, the Center for Improved Engineering and Science Education (CIESE) Internet Project and Rutgers Center for Math and Science in Education (CMSCE) were also partners in this grant.

As a result of the TLCF grant, a networked MAC technology lab was installed in the school, the school building was wired for cable, Roosevelt Public School established a website, and all

administrators, faculty, and students were given e-mail addresses. In addition, the computer lab was made available to everyone in the community, including classes for accessing the Internet and utilization of e-mail.

The community of Roosevelt also participated in the AT&T Learning Points Program. The school earned points for every dollar of AT&T Residential Long Distance Service utilized. These points were redeemed for a 25-inch TV/VCR combination for the media center, which is available for use by both the school and community.

**The district is to be commended for the successful grant application process and subsequent implementation of technology. In order to expand technology and address changes in the field, the district should continue to seek out grants from private and state organizations.**

### **Hardware**

The Roosevelt Public School has been completely networked since August, 1997. The school district is comprised of one building and is not in need of a wide area network. There is a minimum of one multimedia Internet connected Power Macintosh 5500 and a printer in each classroom. The classrooms can access the file server and the two laser printers in the computer lab.

The students also have computer access in the computer lab, which has 15 stations, consisting of 15 iMacs, and one Power Mac 6500. There are two laser printers accessible to the lab, and a 27" video display.

Based on the district's total student population of 86, there is a ratio of 5:1 students to overall computers, as a result of the TLCF Grant.

### **Technical Support**

The technology support person is responsible for basic network maintenance and for all maintenance and repair of the district's PCs. The technology support person is also knowledgeable in various hardware and software issues and assists fellow staff members. At this time, the district does not have a yearly maintenance contract on the computers. The technology support person is responsible for the maintenance and repair of the hardware. The repairs for 1998-99 were less than \$1,000. The district does not plan on purchasing any extended warranties or service contracts.

### **Recommendation:**

**The Monmouth County ETTC provides support services, which include basic maintenance, troubleshooting and wiring. It is recommended that the school district establish an arrangement with the ETTC as an alternate to the current technology support person. Current ETTC rate schedules would save the district \$10 per hour in charges.**

**Cost Savings: \$3,000**

**Staff Development**

The TLCF grant mandates that 30% of the funds be used for training. As a result, all teachers attended workshops in the area of technology as part of staff development at RPS and training that is offered outside the district by state and regional organizations.

Teachers are responsible for planning and instruction that takes place in the computer lab in addition to implementing the plan at their grade level. The total involvement of the staff has insured that the curriculum that is taught in the classroom is infused with technology from the lab. Students attend the lab a minimum of one 45-minute period per week.

The Monmouth County Educational Technology Training Center (ETTC) provides support services and training to school districts. Most courses are offered in Monmouth County at the Seaview Square Mall or satellite sites at the Academy of Allied Health (AAHS) in Neptune or the High Technology High School (HTHS) in Lincroft.

The primary funding for the workshops and in-service training was the TLCF Grant. Future funding for workshops and in-service training is available through Distance Learning Funds.

**Internet**

In August, 1998, the school was wired for Internet access. Service is provided to each computer via Ethernet to a proxy server provided by Comcast Cable. This provides a cost-effective method for the district to attain high speed Internet access. Monthly Internet connect charges are \$280, which are paid for through Distance Learning Network Aid.

**Software**

The district's administrative software has been standardized since 1993. The business office uses an accounting software package that allows the office to access information, all on-line item accounts, check account balances, make adjustments between accounts, cancel purchase orders, issue and cancel checks, perform general ledger entries and create trial balances. In addition, the software allows the business office to update vendor files, perform check reconciliations, encumber funds and post payments to accounts.

**Purchasing**

Due to the size of the district and storage space constraints, they do not maintain a large spare parts inventory. Exceptions include basic supplies, such as, spare keyboards and computer mice.

**Policies**

The district has an Acceptable Use Policy for Computers, the Internet and Electronic Mail that requires the signatures of the parent and student, prior to the student receiving access to the equipment. The policy states what is considered acceptable and unacceptable conduct and use of the district's computers and Internet access.

## Recommendation:

In order to maintain the level of technology integration that was achieved through the TLCF, it is recommended the school district continue to seek out and apply for grants offered through the Department of Education (DOE). The DOE website lists resources, news and events as it relates to technology in the school districts. As part of county-based programs, the Monmouth County ETTC contains demonstration technology equipment and offers educators professional development opportunities.

## Photocopiers

The Roosevelt Borough School District owns one photocopier (located in the teachers' lounge) and leases one photocopier (located in the nurses' office). Neither machine is capable of handling large volumes of copies. The machine that the district owns generates approximately 7,000 copies per month and the leased machine generates approximately 13,000.

The leased copier costs the district \$267 per month at 0% interest. At the end of the 36-month contract period the school district can purchase the machine for \$1. The flat monthly fee covers the first 20,000 copies per month with any copies over that amount costing \$0.01. In addition, the previous vendor credited the difference on the prior lease, which amounted to 525,000 copies. The service agreement for the leased copier is a five-year contract for \$200 per month.

1998-99 Roosevelt Copier Contract Cost					
	Annual	Monthly	Finance	Maintain	Total
Copier	Copies	Volume	3 Year	5 Year	Annual Cost
<b>Owned</b>	84,000	7,000	\$0	\$0	\$0
<b>Leased</b>	156,000	13,000	\$9,612	\$12,000	\$5,604
<b>Total</b>	<b>240,000</b>	<b>20,000</b>	<b>\$9,612</b>	<b>\$12,000</b>	<b>\$5,604</b>

The State of New Jersey has recently entered into a cost-per-copy contract, which school districts can use. This method of purchasing enables districts to contract for photocopies rather than for photocopiers. Under this arrangement, the vendor provides the district with a copier for its use; the district does not rent, lease or buy the copier but, rather, purchases the photocopies. The vendor includes all equipment, parts and supplies (excluding paper and staples) in the monthly cost. The contract makes accommodations for machines with as few as 1,250 copies or as many as 100,000.

State Contract Costs								
	Annual	Monthly	Monthly	Monthly	Difference	Monthly	Total	Total
Copier	Copies	Volume	Minimum	Minimum	Minimum	Difference	Monthly	Annual
			Copies	Cost	Capacity		Cost	Cost
<b>Owned</b>	84,000	7,000	3,500	\$51.10	3,500	\$51	\$102	\$1,226
<b>Leased</b>	156,000	13,000	7,500	\$95.63	5,500	\$70	\$166	<b>\$1,989</b>
<b>Total</b>	<b>240,000</b>	<b>20,000</b>	<b>11,000</b>	<b>\$146.73</b>	<b>9,000</b>	<b>\$121</b>	<b>\$268</b>	<b>\$3,216</b>

This method of contracting has at least two advantages. First, it eliminates the need to purchase copiers, and to deal with the issues of selling, upgrading or trading them in. Second, the "cost-



per-copy” focuses on the end result and captures all of the costs incurred to achieve that result. This provides an excellent way to compare alternative ways to obtain photocopies, i.e., in house versus contracting out.

**Recommendation:**

**Roosevelt School District should consider utilizing the state’s cost-per-copy contract. Based upon the 1998-99 cost of photocopier equipment and other related charges, the annual cost savings between the state cost-per-copy contract cost of \$1,989 and the private lease arrangements \$5,604 is \$3,615.**

**Cost Savings: \$3,615**

While Roosevelt searches for the best value when purchasing copiers, it does this on an ad hoc basis. It has not systematically analyzed its leased/purchase copiers and those that it owns to determine the best replacement method and developed a plan to accomplish this.

**Recommendation:**

**The Roosevelt School District is currently considering replacement of the copier it owns. It is recommended that consideration be given to the state’s cost-per-copy contract prior to entering into other arrangements for lease or purchase.**

A local paper company employs a resident of the Roosevelt community. As a result of this contact, 340 cases of paper were donated to the school district. Arrangements were made with the municipality to pick up and deliver the paper. When calculating average daily usage, this paper donation will last the district approximately five to six years.

**Roosevelt School District is to be commended for making arrangements to receive, store and utilize a donation of this nature.**

**Communications/Telephones**

The Roosevelt Borough School District expended \$6,473 for communications/telephones during the 1998-99 school year, a 2.5% decrease from the previous year. A review of all telephone invoices for this period indicated that long distance and directory assistance calls are kept to an absolute minimum. Specific items included in the line item were two phone lines, a facsimile line, the Monmouth County Library connection and a dedicated line for the technology lab. Also included in this line item were postage costs of \$1,366. Roosevelt’s costs in this area were consistent with those of the comparison districts.

The school building has one pay phone in the outer lobby. It was placed in the building as a convenience to the community during public events but is not heavily utilized. The school receives no monies from the use of the pay phone.

The school district has an honors policy on phone use and reimbursement for phone costs. The school district also has a policy on the use of discretion in making and receiving phone calls during the school day.

**The LGBR team commends the administration for overseeing telephone usage and recommends the administration continue to assess the relevant policies.**

## **INSTRUCTION**

Board policy of the Roosevelt School District identifies the chief school administrator with responsibility for curriculum development and implementation of the core curriculum standards of the New Jersey Department of Education. The district has an up-to-date five-year curriculum plan that reflects the curricular areas to be addressed through the 2004-05 school year. There is also a detailed plan for curriculum design, development and adoption in place.

According to the New Jersey Education Association (NJEA) publication, Basic Statistical Data, Roosevelt teachers' salary cost per pupil in 1998-99 was \$5,091, which was above both the Monmouth County and New Jersey state average. The average cost of the three comparable districts was within 2% of the Roosevelt cost. The salary costs are contained in the following chart:

<b>Teacher Salary Costs per Pupil</b>	<b>1997-98</b>	<b>1998-99</b>
Roosevelt Borough	\$4,893	\$5,091
Lebanon Borough	\$5,649	\$6,242
Island Heights Borough	\$4,384	\$4,410
Wenonah Borough	\$3,617	\$4,356
Monmouth County	\$3,709	\$3,805
New Jersey	\$3,907	\$4,010

Source: NJEA Research Basic Statistical Data-Bulletin A99-1-March, 2000

In the 1998-99 school year, the average teacher's salary in the Roosevelt School District was \$42,063. This salary was the lowest among the comparison districts; 16% below the county average and 18% below the state average. In terms of median salary, Roosevelt was second lowest of the comparable districts; 16.6% lower than the county and 21.5% lower than the state. The table below indicates the average and median salaries in the four comparative districts, Monmouth County and the State of New Jersey.

<b>Teacher Salary Comparison 1998-99</b>		
	<b>Average Salary</b>	<b>Median Salary</b>
Roosevelt Borough	\$42,063	\$40,250
Lebanon Borough	\$50,917	\$50,250
Island Heights Borough	\$47,287	\$55,750
Wenonah Borough*	Not Reported	\$35,113
Monmouth County	\$50,320	\$48,250
New Jersey	\$51,456	\$51,250

Source: NJEA Research Teacher Salaries and Salary Guides September, 1999-Bulletin A98-3/4/6.

\*Salary not available from NJEA. Median salary is from 1998-99 Report Card.

Instructional materials, which include all expenditures for textbooks and classroom supplies, were \$351 per pupil in 1998-99. This figure was 70% higher than the New Jersey State average expenditure reported by the NJEA (for the same period). The higher cost is a reflection of the size of the district. The dollar amount expended was actually one-third less than the average of the comparison districts. The instructional materials cost of the comparison districts are presented below:

<b>Instructional Textbooks, Supplies and Materials</b>				
	<b>Roosevelt Borough</b>	<b>Lebanon Borough</b>	<b>Island Heights Borough</b>	<b>Wenonah Borough</b>
<b>Regular Program</b>				
General Supplies	\$24,564	\$32,425	\$38,990	\$30,788
Textbooks	\$5,332	\$3,767	\$2,949	\$10,538
Other Objects	\$283	\$5,389	\$972	\$9,083
Total	\$30,179	\$41,581	\$42,911	\$50,409
Per Pupil (ADE) Costs	\$351	\$424	\$316	\$282
New Jersey State Average*	\$206			

Source: 1998-99 Comprehensive Annual Financial Report.

\*NJEA Research – Basic Statistical Data – Bulletin A99-1 – March, 2000.

The Roosevelt Elementary School was constructed in 1936 and is primarily a single story cinder block structure. There is an art room and teacher room located in a loft area (second floor) extension near the gymnasium. The facility is located near the geographical center of the residential community and has had two additions since the original construction (1970, 1995). The school currently houses 86 students in grade kindergarten through six. Enrollment in the district has been fairly constant and the school has been operating at 60-65% of capacity.

The building houses six regular classrooms, a combination library-computer room, a separate gymnasium, art room, a large kindergarten room, office area to include a separate nurses station, several small group instruction areas, a business office, and minimal storage areas. The interior was brightly lit, hallways and classrooms were attractively and appropriately decorated and the school has a significant collection of rather valuable works of art. Class sizes were well below those recommended in the Comprehensive Plan for Educational Improvement (CEIFA) issued by DOE. The per pupil amounts for expenditures exceeded those necessary for a thorough and efficient education because the average class size, in most instances, was 35-40% lower than the recommended levels (K-3 @ 21, 4-5 @ 23, 6 @ 22). Grade level and sizes of classes are as follows:

<b>Roosevelt Elementary School</b>		
<b>Grade Level</b>	<b>Number of Classes</b>	<b>Average Class Size</b>
Kindergarten	1	13
Grade 1	1	12
Grade 2	1	11
Grade 3	1	12
Grade 4	1	15
Grade 5	1	15
Grade 6	1	9
Special Education	0	0

The school district has a comprehensive activity based curriculum for all students in kindergarten through grade six. The kindergarten program meets for four hours per day and there is an after school program available to parents of both kindergarten and other grades until 6pm daily. This program is sponsored by the county YM-YWCA. Instruction is also provided in World Language, with Spanish as the focus, art, music, physical education, library skills and computers.

The Parent Teacher Association (PTA) in the Roosevelt School is very active. They conduct a number of fund-raising activities in support of the educational and co-curricular program. In addition to their many hours of volunteerism, the PTA sponsors assemblies, field trips and some field day and graduation expenses. They also sponsor an orientation luncheon, a teacher appreciation luncheon and donate half the cost involved in the production of the yearbook.

There is a combination baseball-softball-soccer area in the rear of the building, which is maintained by an area athletic association. A large attractive playground and basketball court is also available to students during recess/lunch periods, after school and during holiday and vacation recesses.

### **Special Education**

Roosevelt Borough provides directly for its students with special education needs from preschool through grade six, and it coordinates efforts with the East Windsor Regional School District staff to address the needs of students from grade seven through age twenty-one. Over the past three years, there has been little change in the number of classified students in the district (between four and six at the elementary level).

The classified special education students on roll in the district, from the October, 1999 ASSA, are summarized below according to the New Jersey Department of Education "tier" system. Used as a basis for determining state special education categorical aid to school districts, the tiers provide a general index of the severity of disability. Tiers II, III, and IV relate to a student's special education classification category. Tier I, which is not shown, addresses related services, such as speech/language, physical therapy, occupational therapy, or counseling, included in a student's individualized education program, or IEP. (Students sent to a state regional day school or to a county special services school district are not included in these totals.)

	<b>Elementary</b>	<b>Middle School</b>	<b>High School</b>	<b>Total</b>
Tier II	4	3	7.5	14.5
Tier III	1	1	3	5
Tier IV	0	0	1	1
<b>TOTAL</b>	<b>5</b>	<b>4</b>	<b>11.5</b>	<b>20.5</b>

Source: Application for State School Aid (ASSA), 10/99

Special education for classified students attending Roosevelt School consists solely of resource programs. One full-time teacher, whose current assignment includes both in-class support and pullout replacement instruction to students in grades 2 through 6, is responsible for providing services to students with special needs. A special education aide was needed to accompany one particular student throughout the school day in previous years, but that service was not needed at the start of the 2000-01 school year, so the position was eliminated, saving more than \$10,000.

The district maintains child study team services through part-time personnel. The learning-disabilities teacher consultant (LDT/C) spends one day per week and the school social worker two days per week in Roosevelt. When needed, a school psychologist is hired on a per diem basis.

To provide speech/language services, a staff member is contracted for 3.5 days per week. In addition to working with students classified by the child study team, this specialist sees students (numbering 11 as of December, 1999) designated as “eligible for speech/language services.” The speech/language specialist also conducts a developmental language program for the entire kindergarten class one day each week.

Other related services, such as occupational therapy and physical therapy, are arranged contractually through private practitioners, as needed, to fulfill students’ IEP requirements.

As a way to avoid unwarranted referrals to the child study team, the district has implemented a pre-referral intervention procedure. An intervention team, composed of the resource teacher, the speech/language specialist, the LDT/C, the school social worker, and the referring teacher, reviews information after the teacher has attempted to correct the problem and has communicated with the student’s parent/guardian about the situation. Suggestions are made to address the difficulties in the regular education classroom. The outcome of this process may, but does not necessarily, lead to a request for an evaluation by the child study team. The intervention procedure, along with a packet to document all actions proposed or taken, was presented to the faculty as part of a staff development activity during the 1999-00 school year.

The district’s sending/receiving contract with East Windsor includes specific provisions for students with special education needs. While the staff of East Windsor has direct responsibilities for educational programming of Roosevelt’s classified students beginning in grade 7, there is an agreement that any proposed program change, particularly one that has budgetary implications, will be discussed with the Roosevelt chief school administrator and child study team. Transition of students from the elementary school to the secondary district involves communication between the two districts, as well as a visit by sixth graders to the Kreps Middle School. East Windsor is responsible for sending copies of report cards and standardized test scores for all

Roosevelt students to the elementary district. As with the non-classified population, the Roosevelt Board of Education is responsible for transportation, whether the student is placed in the East Windsor district or in another setting, such as a private school for the disabled or a county vocational/technical school. Transportation arrangements for Roosevelt students are the responsibility of the district business administrator. Transportation is addressed separately in the report of the review team.

In relation to the other districts in the comparison group, Roosevelt's special education costs are the highest, but much of that difference is attributed to tuition and transportation expenses for secondary level students. The comparative districts all send their middle and/or high school students to regional districts and, thus, do not incur costs for their programming.

<b>Comparison of Special Education 1998-99 Expenditures</b>				
	<b>Roosevelt</b>	<b>Island Heights</b>	<b>Lebanon</b>	<b>Wenonah</b>
Resource Room	\$61,043	\$25,357	\$97,121	\$57,400
Supplementary Instruction	\$0	\$25,770	\$0	\$0
Related Services (Speech)	\$17,883	\$27,433	\$43,589	\$17,960
Other Support Services - Special Services	\$33,223	\$31,000	\$49,635	\$45,606
Undistributed Expenditures - Instruction (Tuition)	\$140,381	\$33,134	\$45,567	\$58,273
Special Education Transportation	\$72,844	\$18,899	\$18,205	\$27,964
Total Special Education Expenditures	\$325,374	\$161,593	\$254,117	\$207,203
General Education Instruction Expenditures	\$403,387	\$571,446	\$529,682	\$741,758
Total Expenditures - Current Expense	\$1,861,619	\$1,397,259	\$1,602,699	\$1,678,697
Ratio Special Ed. Expenditures/Total Expenditures	17.5%	11.6%	15.9%	12.3%

Source: Districts' 1998-99 Comprehensive Annual Financial Reports.

**The district is commended for its efforts to monitor and contain costs through regular review of the needs of students at the elementary level and through ongoing communication with the secondary-receiving district.**

### **IDEA, Part B Flow-Through Funds**

Each year Roosevelt applies for its full allocation of federal flow-through funds under the Individuals with Disabilities Education Act (IDEA), formerly known as P.L. 94-142. The district uses these funds to support additional costs associated with special education.

For the past two years, the district designated all of its IDEA, Part B Basic flow-through funds toward the salary of the resource teacher. The capacity building portion of the grant was used for occupational therapy services. Although there is no allocation for preschool funds for the 2001 fiscal year, in the two prior years this revenue was used to help pay for the services of the speech/language specialist.

**The district is commended for making effective use of its entire IDEA flow-through allocation.**

### **Special Education Medicaid Initiative (SEMI)**

The district is authorized to receive payments for eligible services under the SEMI program. However, no payments have been received, as no classified students were identified as eligible for Medicaid.

### **Recommendation:**

**Efforts should be made to survey parents/guardians of classified students to determine if there are any current students who might be eligible for enrollment in the Medicaid program.**

### **Basic Skills/Remedial**

The basic skills/remedial program at Roosevelt School is funded entirely by local sources, as the district does not meet the eligibility requirements for Title 1, based on a limited “at-risk” population. Student academic performance is assessed annually using a variety of techniques. Portfolios are maintained and passed on for all students from year to year. In addition, standardized testing is done in grades two through six. The New Jersey Elementary School Proficiency Assessment (ESPA) is given in fourth grade, while the Terra Nova was used for the first time during the 1999-00 school year in grades two, three, five, and six.

Students who are determined to have skills weaknesses, based on portfolio assessment, test scores, and teacher recommendation, are eligible to receive remedial instruction. The community expressed a strong preference for not incorporating this type of program into the school day, so it is scheduled after school hours. As a result, students with academic deficiencies can receive remedial services without missing any classes or activities. The number of sessions is determined based on student needs, although during the 1999-00 school year no student was scheduled for more than two days per week (one each for reading and language arts). Students may be seen individually or in small groups.

<b>BASIC SKILLS/REMEDIAL</b>					
<b>Results of Operations for 1998-1999</b>					
	<b>Roosevelt</b>	<b>Island</b>	<b>Lebanon</b>	<b>Wenonah</b>	<b>Three</b>
	<b>Borough</b>	<b>Heights</b>	<b>Borough</b>	<b>Borough</b>	<b>District</b>
		<b>Borough</b>			<b>Average</b>
Salaries of Teachers	\$4,395	\$30,593	\$30,223	\$31,003	\$30,606
General Supplies	\$0	\$333	\$155	\$373	\$287
Textbooks	\$0	\$98	\$0	\$0	\$33
<b>Total Basic Skills/Remedial</b>	\$4,395	\$31,024	\$30,378	\$31,376	\$30,926
<b>Average Daily Enrollment</b>	86	136	98	179	138
<b>Cost Per Pupil</b>	\$51.10	\$228.12	\$309.98	\$175.29	\$224.10

Source: 1998-99 Comprehensive Annual Financial Report (CAFR) / 2000 Comparative Spending Guide.

In 1999-00, three different teachers in the district offered their services, receiving compensation on a stipend basis at an agreed upon rate of \$15 per session. There were 13 students scheduled for remedial instruction one day per week, per subject (reading, language arts, or math).

The district provides remedial services, in a cost-effective manner, to students with academic needs. The aforementioned table indicates the costs for basic skills/remedial programs for Roosevelt and the three comparative districts during the 1998-99 school year, the latest for which audited data was available. As indicated, Roosevelt's total expenditures and cost per pupil in this area were the lowest of the group, by a considerable degree.

### **English as a Second Language (ESL)**

At the present time, there are no students in the district identified as limited English proficient (LEP). Therefore, there is no formal Bilingual/ESL/ELS program in place. No students are listed as LEP on the Application for State School Aid (ASSA) for at least the past four years, dating back to 1996.

There is a board of education policy regarding Bilingual/ESL programming in the event that a student with such needs enrolls. Identification, assessment, and educational programming in such an instance would be in accordance with guidelines established by the State Department of Education, Office of Bilingual Education and Equity Issues.

### **Library/Media Center**

The Roosevelt school district library serves as the library/media center for the school, the reading room for the municipality and a local station of the Monmouth County Library. The library is currently open during regular school hours and one evening each week.

#### *Staffing*

The Roosevelt School District originally had a technology facilitator who was responsible for the educational instruction of computers and other related technology. In September, 2000, the technology facilitator resigned and was, subsequently, replaced by a technology support person, who is responsible for all maintenance concerning hardware/software and the file server. The new technology support person does not function in an educational capacity. Teachers are responsible for planning and instruction that takes place in the computer lab and library.

A part-time aide, who also assists special education students and performs lunch-related duties, staffs the library. Community volunteers are utilized when the library is open during the evening.

#### *Automation*

The New Jersey Technology Literacy Challenge Fund Grant (TLCF) was awarded to the school district in 1999. As a result, the library/media center has computer access through 15 iMac workstations and one Power Mac 6500. There are two laser printers accessible to the lab, and a 27" video display.

The community of Roosevelt also participated in the AT&T Learning Points Program. These points were redeemed for a 25-inch TV/VCR combination for the library/media center, which is available for use by both the school and municipality.



Through the TLCF the school was wired for Internet access. All staff, students and administrators have e-mail addresses via the school's web site. The technology plan states that it is the school district's goal to increase the operating hours and provide training for community members, with the goal of encouraging more residents to visit the library on a regular basis

The library has a PC that is used for partial maintenance of the card catalog. For overflow information on library books, an iMac workstation is utilized. The PC, which is currently utilized for on-site inventory of books, does not have sufficient capabilities to identify books, check library materials in and out, enter patron records and send out overdue notices.

### **Recommendation:**

**It is recommended that the board meet with the municipal council in order to discuss mutual benefits that can be derived from enhancements to the library.**

### *Financial*

The library/media center has a low cost per pupil due to its staffing arrangement and the funding received through the TLCF. The team commends the school district on the use of these alternative resources. Complete evaluation of the library cannot take place using particular expenditures or service indicators of comparable school districts since these line items are filled in a unique manner.

<b>1998-99 Library/Media Services</b>					
	<b>Roosevelt</b>	<b>Island</b>	<b>Lebanon</b>	<b>Wenonah</b>	<b>Three</b>
	<b>Borough</b>	<b>Heights</b>	<b>Borough</b>	<b>Borough</b>	<b>District</b>
					<b>Average</b>
Salaries	\$0	\$0	\$24,899	\$11,685	\$12,195
Purchased Professional/Technical Services	\$0	\$0	\$0	\$850	\$283
Other Purchased Services	\$0	\$0	\$0	\$0	\$0
Supplies and Materials	\$985	\$1,284	\$3,688	\$4,000	\$2,991
Other Objects	\$0	\$0	\$539	\$0	\$180
<b>Total Educational Media/Library</b>	\$985	\$1,284	\$29,126	\$16,535	\$15,220
<b>Enrollment</b>	86	136	98	179	92
<b>Cost Per Pupil</b>	\$11.45	\$9.44	\$297.20	\$92.37	\$164.84

Source: 1998-99 Comprehensive Annual Financial Report (CAFR).

The library receives no financial support from the municipal budget or aid from the State of New Jersey. Therefore, the library is not able to offer a more complete array of services. Typical functions provided by a municipal library include reference/information, youth functions, technical/audiovisual, and inter-library loans.

Because of the reduced services, the library is automatically recognized as a member of the Monmouth County Library System. Privileges from the main branch which are of specific interest to Roosevelt include a web accessible catalog, a large selection of books available on long term loan, and delivery of selected materials. Member libraries are able to access services from other libraries in the county system. Monmouth County branch libraries in close proximity to Roosevelt include Manalapan and Allentown.

It is evident that the library/media center cannot provide greater community services due to current financial and staffing constraints.

### **Recommendation:**

**The library/media center serves as the community's information center and strives to provide the highest level of service and materials, given the constraints of resources and facilities. The Library Laws of New Jersey state that the governing body of a municipality may appropriate funds deemed necessary to aid libraries, provided it is open to the public and maintains reasonable hours of operation (N.J.S.A. 40:54-35).**

**The school district and municipal officials are currently engaged in preliminary discussions on sharing services and formulating an interlocal agreement. It is suggested that, as part of entering into this interlocal agreement, the district consider applying for a REDI implementation grant to, perhaps, purchase a PC with added capacity, dedicated solely to circulation services and an accompanying software package. If successful, this should help offset the start-up costs of implementing the interlocal agreement ([www.state.nj.us/redi](http://www.state.nj.us/redi)). Agenda items should include a joint campaign to increase volunteerism, a fundraiser to purchase a PC with added capacity dedicated solely to circulation services, and improvement of the existing relationship with the Monmouth County Library. An increase in library services, in order to make the facilities more readily accessible to the community during non-school hours, would be an appropriate and valuable addition to these discussions.**

### **Professional Development**

The Roosevelt Borough School District sponsors a program of staff development for its employees. The district encourages all staff members to pursue a variety of educational activities. Areas of focus include training and workshops in the curricular areas with new adoptions, as in math and language arts and in the technology area, ESPA training, science and conflict resolution.

Staff meetings, in-service workshops and summer workshops have focused on revision and development of the New Jersey Core Curriculum Standards. Two full days are provided within the school calendar for staff development. In addition, the district uses the opportunity to provide further training on days when students are dismissed early.

The district also provides a pool of \$2,000 annually for graduate reimbursement. The funds are available to staff members, for pre-approved course work, who obtain a grade of B or better. In 1998-99 the district expended approximately \$5,275 on professional development.

### **Co-curricular**

Due to the unique nature of the historic town of Roosevelt, the school benefits from artists, writers, scientists, computer experts and other citizens who regularly volunteer in the classroom. The school is also host to an annual artist-in-residence, who is on site for one week in the spring.

The Roosevelt Public School is both figuratively and literally the center of the town. It is the only large gathering place for the residents and the focal point of all town-wide activities. The building is used seven days per week for community events including scouting, sports leagues, and community gatherings. The fields are utilized by the neighboring municipalities of Millstone and East Windsor for community soccer and baseball leagues, at no charge.

### **Recommendation:**

**It is recommended that the school district continue to assess any costs incurred through usage of the fields including additional grading, seeding or maintenance. Possible rental of the field and associated fees should be investigated.**

The school is also the host location for a summer camp program, which offers various activity levels for children including preschoolers, children 5-12 years in age, and a summer band camp. Activities are split between the school and one of two public pools in the borough. While based at the school, the camp makes use of outdoor facilities, as well as the art room and the gymnasium, for specific activities. The costs of operating the annual summer camp are shared by the borough, through a budget line item expense, and by enrollment fees paid by the parents of the campers.

The district has a high participation rate for extra curricular offerings, which include:

- The music teacher gives group and individual instrumental instruction. The Roosevelt School Band practices and performs throughout the year at various functions.
- Chorus practices weekly and performs during the winter and spring assemblies.
- A studio art program utilizes computer software and art history web sites as part of the program's instruction.
- Astronomy associations and project ASTRO support the astronomy club, initiated by the presidential award winning science teacher.

<b>1998-99 Roosevelt and Comparable School Districts Co-curricular Expenditures</b>						
	<b>Roosevelt</b>	<b>% Total</b>	<b>Island</b>	<b>Lebanon</b>	<b>Wenonah</b>	<b>Two</b>
	<b>Borough</b>	<b>Operating</b>	<b>Heights</b>	<b>Borough</b>	<b>Borough</b>	<b>District</b>
		<b>Expense</b>				<b>Average</b>
Salaries	\$4,720	92.2%	\$0	\$0	\$4,164	\$2,082
Purchased Services	\$0	0.0%	\$0	\$0	\$0	\$0
Supplies and Materials	\$400	7.8%	\$0	\$0	\$53	\$27
Other Purchased Services	\$0	0.0%	\$0	\$0	\$368	\$184
Other Objects	\$0	0.0%	\$2,091	\$0	\$4,585	\$3,338
<b>Total School Sponsored Co-curricular Activities</b>	<b>\$5,120</b>	<b>100.0%</b>	<b>\$2,091</b>	<b>\$0</b>	<b>\$9,170</b>	<b>\$5,631</b>
<b>Enrollment</b>	<b>86</b>		<b>136</b>	<b>98</b>	<b>179</b>	<b>158</b>
<b>Cost Per Pupil</b>	<b>\$59.53</b>		<b>\$15.38</b>	<b>N/A</b>	<b>\$51.23</b>	<b>\$35.64</b>

Source: 1998-99 Certified Annual Financial Report (CAFR).

Roosevelt spent \$5,120 on co-curricular activities for 1998-99. This is approximately \$59 per student, 16% higher than Wenonah Borough which had similar expenditures for salaries, supplies and other objects.

**Roosevelt School District is to be commended for its unique and creative approach in creating educational opportunities in the co-curricular area.**

### **Health Services**

A school nurse, who is on-site two days per week, provides nursing services to the Roosevelt School District. Her primary functions include general assistance (first aid and medical checks), administering individual medications and instructional assistance, conducting screening for physicals, coordination of inoculations, and arranging referrals. Health education is coordinated with the physical education instructor concerning personal hygiene classes.

The nurse has been able to coordinate health fairs focusing on a variety of themes. This has been accomplished through health professionals who reside in the community and professional associations. In addition, since the nurse is a resident of Roosevelt, many families take advantage of this accessibility and place calls to her residence. As a result of these innovative approaches, the cost per pupil for health service is 32% below the three-district comparison average.

<b>ROOSEVELT HEALTH SERVICES</b>						
Results of Operations for 1998-99						
	<b>Roosevelt</b>	<b>% Total</b>	<b>Island</b>	<b>Lebanon</b>	<b>Wenonah</b>	<b>Three</b>
	<b>Borough</b>	<b>Operating</b>	<b>Heights</b>	<b>Borough</b>	<b>Borough</b>	<b>District</b>
		<b>Expense</b>				<b>Average</b>
Salaries	\$6,892	84.4%	\$16,640	\$14,707	\$23,534	\$18,294
Purchased Professional-Educational Services	\$675	8.3%	\$600	\$602	\$170	\$457
Supplies and Materials	\$601	7.4%	\$671	\$587	\$225	\$494
<b>Total Undistributed Expenditures-Health Services</b>	\$8,168	100.0%	\$17,911	\$15,896	\$23,929	\$19,245
<b>Enrollment</b>	86		136	98	179	138
<b>Cost Per Pupil</b>	\$94.98		\$131.70	\$162.20	\$133.68	\$139.46

Source: 1998-99 Comprehensive Annual Financial Report / Comparative Spending Guide – 2000.

The Monmouth County Health Department maintains local health agencies that support field offices and extensions legally charged with the enforcement of public health. In standards set forth in N.J.A.C. 8-51, the department must maintain and enforce programs in the following areas: maternal and child health, adult health, communicable disease control, environmental health, public health nursing, health education and tuberculosis control services.

### **Recommendation:**

**It is recommended that the municipality and school district initiate contact with the Monmouth County Health Department in order to seek additional services to supplement those currently available to both entities. Utilizing the resources of the county, specific population groups within the community can be identified and appropriate programs implemented.**

### **Assessment**

In May, 2000, 4<sup>th</sup> grade students participated in the Elementary School Proficiency Assessment (ESPA). The results in language arts indicated that 67.7% of the students scored at the proficient

or advanced proficient levels with a total mean score of 211.7. In mathematics, 86.7% of the students scored at the proficient (60%) or advanced proficient (26.7%) levels with an overall mean score of 235.1. Science scores indicated that 100% of the students scored at the proficient (60%) or advanced proficient (40%) levels. This was the second administration of the ESPA test on a statewide basis and the scores presented represent a recalibration of the original scores in the language arts literacy area.

The school district also administers the Terra Nova achievement test to students in grades 2, 3, 5 and 6. The battery is designed to measure student achievement in the areas of reading, language and mathematics.

The review team had the opportunity to tour the school and observe many of the classrooms and some activities in operation. The team was housed in the library/computer area during the visit. The school climate was warm, friendly and conducive to educational activities. The school had well-established routines from student arrival to the end of the day. All staff members pulled together to improve the quality of instruction given and the quality of the life experiences for the students. The board, administration, staff and community have high expectations for student achievement and behavior. This is evidenced through the support and time commitment each is willing to devote to making the district run well.

## **BUSINESS OFFICE**

### **Organizational Structure**

The business office consists of two full-time employees and one part-time employee: a business administrator/board secretary, one secretary and the treasurer of school monies.

### **Cash Management**

This section analyzes the district's management of its cash balances. The bank accounts maintained by the Roosevelt Board of Education were reviewed for the purpose of identifying whether the district obtains competitive interest rates from banks and operates efficiently by reducing costs associated with maintaining its bank accounts.

An analysis was performed on each of the five bank accounts maintained by the district to identify average collected balances, fees charged, interest earned and the interest rate paid to the district. The average collected balances for all five of the district's bank accounts between July, 1999 and June, 2000, ranged from \$472,018 to \$767,992. During this period, the district earned \$18,702 in interest income. In addition, the bank does not charge the district for checks, deposit slips, budgeting and revenue software and the payroll software system, which saves the district approximately \$6,000 per year.

Month	Bank Interest Rate	Interest Earned	Net Investable Balance
Jul-99	4.56%	\$1,140	\$294,219
Aug-99	4.80%	\$773	\$189,637
Sep-99	4.73%	\$1,042	\$268,034
Oct-99	4.87%	\$762	\$184,235
Nov-99	5.11%	\$1,409	\$335,286
Dec-99	5.24%	\$2,286	\$513,613
Jan-00	5.33%	\$1,344	\$297,471
Feb-00	5.56%	\$1,028	\$233,288
Mar-00	5.73%	\$1,976	\$407,083
Apr-00	5.66%	\$2,239	\$482,345
May-00	5.91%	\$2,859	\$571,615
Jun-00	5.74%	\$1,844	\$392,178
<b>Total</b>		<b>\$18,702</b>	

There are other financial vehicles that the district could invest its funds into, such as the New Jersey Cash Management Fund (NJCMF) and 91-Day T-Bills. However, the NJCMF and T-Bills do not provide services such as check printing and check processing. Taking into account the costs of these services, the additional items paid for by the district's bank, the district is receiving competitive rates for its funds.

The district has maintained a banking relationship with the same bank for several years. During this time, the district has established a banking relationship with other banks. The district regularly invests in short term certificate of deposits (CD) with these other banks. The district did not invest any funds in a CD during the 1999-00 school year. However, they are preparing to do so for the 2000-01 school year.

### **Recommendation:**

**The district should continue to maintain a banking relationship with at least one other bank. This helps foster ongoing competition and helps keep the district informed of new developments and products in the banking world.**

### **Purchasing/Inventory Control**

All supplies are ordered through the business office. A requisition is filled out by a teacher for the school supplies needed. The chief school administrator must authorize the requisition. The completed requisition is then sent to the business office for processing. Teaching supplies, once they are given to the teacher, are kept in each individual classroom. Supplies for the business office are kept in a locked closet located in the business office.

The district purchases the majority of its supplies through the Educational Data Services Consortium. This enables the district to receive up to a 50% discount on its supplies. Last year the district received a donation of six years worth of copy paper from a major paper manufacturer that had stock over runs and donated the paper to the district to free up warehouse space.

**Annual Audit**

An analysis was conducted to determine if the district receives competitive proposals from accounting/auditing firms for the completion of its annual audit and whether the district corrects any deficiencies found in the audit.

The district's accounting firm was acquired by another firm last year and the district chose to continue its relationship with the newly created firm. For the 1999-00 school year, the district was charged a fee of \$6,100 for the annual audit. The board confirms the appointment of the accounting firm on an annual basis. The district goes out to bid every 2-½ years for an accounting firm. Three comparative districts were surveyed as to their fees and the charges appear to be appropriate for the area.

Three years of audits were reviewed and it was found that the district does a good job of maintaining proper accounting and internal controls. In each of the three years of audits reviewed, there were no major deficiencies noted.

**Fixed Asset Inventory**

The district has addressed the issue of a fixed asset control and inventory. The recent conversion to Generally Accepted Accounting Principals (GAAP) for New Jersey School Districts mandated that each district set up a general Fixed Asset Group of accounts and provide an inventory method to quantify the costs of fixed assets for the district.

The district had a fixed asset appraisal completed as of June 30, 2000. The district plans to update the inventory at the end of each school year. The district was charged a fee of approximately \$300 for the inventory.

**Surplus Funds**

Surplus funds are included in a district's budget in order to provide funds for emergencies or other unexpected items beyond the district's control. Surplus is the amount of money held in reserve and left over after the current year's expenditures. Sound financial controls are required to ensure that surplus funds are accurately estimated and used according to established guidelines.

The district's ability to accurately estimate surplus is a function of its success in establishing sound financial controls. These controls ensure that the district develops accurate surplus estimates. The controls enable the district to monitor accounts to determine that it achieves the revenue and expense estimates in the budget and that corrective action is taken when significant deviation from these estimates occur.

The amount of surplus in a budget can range from 2% to 6% of anticipated revenues. The state does not stipulate the amount of surplus a district should maintain. However, the Comprehensive Education Improvement and Financing Act (CEIFA) effective December, 1996 reduced the allowable surplus from 7.5% to 6%. Excess surplus over the allowable maximum shall be appropriated or returned to the taxpayers.

The majority of Roosevelt's expenditures are for salaries. Except during contract renewal years, the district should be able to estimate, with reasonable accuracy, the budgeted amount needed for salaries. The remaining budget expenditures are more variable, but can be projected through the use of multi-year contracts and purchase agreements.

As reported on the June 30, 1999 Comprehensive Annual Financial Report (CAFR), of the \$247,876 in General Fund Balance, \$10,720 is reserved for encumbrances; \$3,821 has been reserved in the Capital Reserve Account; \$37,752 has been reserved as excess surplus in accordance with N.J.S.A. 18a:7F-7; \$85,999 has been appropriated and included as anticipated revenue for the year ending June 30, 2000 and \$109,583 is unreserved and undesignated.

## **FACILITIES AND OPERATIONS**

As districts throughout the State attempt to balance the need to lower taxes with the responsibility of ensuring structurally sound, environmentally safe, and energy efficient educational facilities, building construction and repair costs continue to rise. Any suggested efficiencies and cost-cutting measures must necessarily consider the health and safety of students and staff.

The Roosevelt Borough Elementary School was built in 1936, with section additions constructed in 1970 and 1995. Many of the major mechanical systems and the related piping are 20 plus years old and will need to be replaced in the next five to ten years.

The district has managed to maintain the building and equipment with very little in the way of manpower or capital investment. A partial roof replacement in 1997-98 was the only substantive repair noted in the 1995-2000 Comprehensive Maintenance Plan for the district. The remainder of the building roof project will be a part of the 2000-2005 Plan.

### **Maintenance Operations**

Maintenance and custodial management is the responsibility of the business administrator, but, as in all other areas of school operations in this small district, everyone works together. The district employs one full-time custodial/maintenance/grounds worker and utilizes a part-time custodian as needed.

The school building is the focal point of the community and the residents play a participatory role in school operations rather than an adversarial one, as is seen in too many other districts throughout the state. This relationship with the local taxpayers allows school officials to perform their roles with greater confidence and support. Decision-making is a shared responsibility, and the need to ensure a safe building, while maintaining tax levels, becomes a neighborhood task.

**The LGBR team commends the district on maintaining a clean and safe educational facility, while controlling costs.**



## **TRANSPORTATION**

A fundamental, and often controversial, component of school district budgets is that of providing a safe means for students to travel to and from school. The escalating costs associated with the efficient transportation of New Jersey's public and private school students has received increasing attention from the media, state and local officials, and taxpaying residents. There are numerous factors that can affect transportation expenditures including management's knowledge of transportation; employee salaries and benefits; terms of negotiated agreements; privatization; competition for services; quality of route and vehicle specifications; geography; board policies. The Local Government Budget Review process will examine the level of service provided to the students in the Roosevelt Borough School District, as well as the costs of such services.

### **District Operations**

Roosevelt Borough is a district struggling with excessive transportation costs, despite a 1998-99 enrollment of only 86 elementary students and 84 middle and high school students. While the elementary school students walk to school, the middle and high school students are transported to Kreps Middle School and Hightstown High School in the East Windsor Regional School District.

Transportation for these students is provided through a jointure with the Monmouth-Ocean Educational Services Commission (MOESC). The utilization of commissions and cooperatives is recommended as a source of efficiencies. Specializing in combining the needs of several districts into cost effective routes, the role of these consortiums in pupil transportation in the state has grown tremendously. MOESC acts as a conduit or LEA, generating route packages, writing specifications and handling the bid process for the districts.

Cooperative services are not always the most cost-effective method for attaining routes, however. In order for the commissions to be effective, care must be taken in both the presentation of the information and supervision of the final product.

When the commission initially bid the Roosevelt middle school and high school runs, a tiering method should have been used. This error on the part of the commission has cost the Roosevelt school district more than \$15,000 a year, compared with the average cost for the service in similar districts.

The strategy of "tiering" bus routes is one of the methods utilized to increase efficiency and save transportation monies. Transportation efficiency in a public school district can be defined as "equal or improved services for fewer dollars." When runs are combined or tiered, each vehicle is assigned to a group of runs, thereby, utilizing the vehicle for as many hours during the day as is possible, without compromising instructional time. The basic principal of this efficiency is:

Yearly vehicle operational costs, i.e., lease or amortized cost, repair parts and labor, and insurance expense are stable, regardless of how many trips the vehicle is assigned to during the course of the year (excluding fuel, driver salaries, benefits, etc).

When these operational costs are applied to Vehicle A for Year 1 at \$15,000 and that vehicle is assigned to only an elementary school run throughout the school year, then the operational costs for that bus run become \$15,000. Assuming that the bus was a 54-passenger vehicle and that it held a full student load, the operational per pupil cost would be \$277.78. The same vehicle assigned to runs for a high school, middle school and elementary school in the morning and afternoon produces a per run cost of \$5,000 or \$92.60 per pupil.

Roosevelt has a sending/receiving agreement with the East Windsor Regional School Board and, therefore, is responsible for the transportation costs, both regular and special needs, for the district's seventh through twelfth grade students.

Transportation services for special needs students are provided through joint transportation agreements with the Monmouth-Ocean Educational Services Commission, East Windsor Regional and the Millstone Township School District. All of the out-of-district placement costs are attributable to students in seventh through twelfth grade, and Roosevelt is responsible for the expense related to these students with very little input into the placements.

District location plays a major part in the higher costs of transportation for special education students in Roosevelt. With the borough located on the border of Middlesex and Mercer counties, and students attending schools located in Mercer and Ocean, as well as Monmouth, there is little available in the way of cost-effective joint transportation agreements with neighboring districts. When jointures are arranged, Roosevelt pays a premium for additional mileage. All too often, Roosevelt students are transported on single, more costly routes.

Day to day management of transportation is the responsibility of the business administrator. There is an ongoing effort to reduce the costs of transportation in the district. A number of alternatives have been explored.

In January of 2000, an analysis was undertaken to determine if costs could be reduced with the use of a district vehicle and driver to transport the middle and high school students to and from school. At that time, it appeared that no savings would be realized from this approach.

### **Recommendations:**

**It is recommended that the district prepare route bid specifications for the transportation of students to and from Kreps Middle School and the Hightstown High School, utilizing a tiered route and offering a multi-year contract. It is suggested that the district by-pass the MOESC and bid the route in-house, and that the bid be advertised in February of 2001. Early bidding and the use of multi-year contracts allow the contractors to forecast needs and lower costs. The team anticipates that competitive bids will reduce the cost of this transportation to approximately \$32,000, thus saving the district \$14,000 per year.**

**Cost Savings: \$14,000**

**It is further recommended that special education routes that MOESC has not been able to combine with other districts and are, therefore, expensive to run, be included in the bid.**

The team recommends that the district explore the possibility of purchasing a 16-passenger vehicle and hiring a part-time driver, to transport students on one of the more expensive special education routes. An estimate of costs appears below:

Annual Lease Cost of Van	\$9,200
Annual service/Repairs 1 <sup>st</sup> 3 years	\$1,600
Insurance	\$800
Fuel/Oil	\$800
Drive Costs	<u>\$13,500</u>
<b>TOTAL</b>	<b>\$25,900</b>
 Current Cost of Route to Kiva High School	 \$32,000
 Approximate Cost Savings	 \$6,100

Combining this route with a route to the Career Center, and actively pursuing joint agreements with districts to share the costs, will increase the savings.

The review team suggests that both the full-time and part-time custodians be asked to acquire commercial drivers licenses, providing the district with available substitute bus drivers.

The district should open negotiations with East Windsor and Millstone for the purchase of fuel, and the rental of substitute vehicles when required, which would reduce costs and the need to purchase an additional vehicle to use as a spare.

**Total Cost Savings: \$20,100**

## **INSURANCE**

### **Property and Causality**

The Roosevelt School District recently became a member of the New Jersey School Boards Insurance Group (NJSBIG). The goal of NJSBIG is to provide its members with an alternative to the conventional insurance marketplace and to help with the control of insurance costs. The NJSBIG has a full-time loss control, safety and claims department to assist member districts in identifying, reducing or eliminating the causes of their loss.

For the 1999-00 school year, the district spent approximately \$12,900 in insurance premiums for property, casualty, workers' compensation and other miscellaneous insurance and bond coverage. This is slightly higher than two of the three comparison school districts. The district has decreased its overall insurance premiums by approximately \$4,000 over the past five years while increasing coverage. The district has been able to accomplish this by researching the insurance market and by receiving competitive proposals for its insurance coverage each year.

**LGBR commends the district for taking proactive action to reduce its insurance costs while increasing the level of coverage.**

### **Health Insurance**

In 1999-00, the district spent about \$71,450 on health benefits for 12 employees. This is lower than the three comparison districts. The district offers all full-time employees health insurance with no employee premiums. The district has been enrolled in the State Health Benefits Plan (SHBP) for approximately three years. The district does not have a free standing prescription plan and there are no prescription benefits built into the SHBP medical insurance. There is a dental plan, however; the employees pay for 100% of the coverage.

### **Recommendation:**

**The district's employees are equally split between NJ Plus and the Traditional Plan. The district should consider conducting a health fair for its employees with representatives of the SHBP to explain the state's managed care program. The goal is to lower medical insurance by having employees voluntarily select the managed care program.**

**Potential Cost Savings: \$7,000**

## **FOOD SERVICE**

The Roosevelt School District participates in the Federal Special Milk Program for Children. This is available to eligible public and non-profit private schools and child care institutions not participating in any federal child nutrition programs. According to regulations, milk may be served at any time during the day. Participating schools and institutions must agree to use reimbursement from this program to reduce the price of milk to children who pay for their milk, and to serve milk free to children eligible under USDA guidelines.

Milk is offered to students at morning snack and again during the lunch period, for a fee of \$0.25 and includes a variety of low fat, whole milk, white and chocolate varieties.

Interviews were conducted with the business administrator, who has responsibility for the program, and an analysis was conducted on the financial records as reported in the Comprehensive Annual Report (CAFR) for the 1998-99 school year.

According to the CAFR and budget guidelines, if a district receives state and/or federal reimbursement for food service costs or collects fees from students for the cost of meals, the entire food service operation activity must be recorded in a separate enterprise fund and not within the general fund of the budget. Any contribution made by the board toward the food service operation is reported as a lump sum contribution transferred to cover any deficits. These costs should not be included elsewhere in the budget. However, if the board funds the full cost of the operation, the expenditure should be categorized and reported in the general fund.

The Roosevelt Board of Education receives federal reimbursements and collects fees from the students for milk; therefore, the district reports the entire food service operation in the enterprise

fund. Enterprise funds are used to account for operations that are financed and conducted in a manner similar to private business enterprise, with the intent that the costs of providing goods or services be financed through user charges.

### Scope of Program

The Roosevelt School District does not have the space to accommodate a kitchen production facility. Students bring a bag lunch and all eat lunch on the school premises. The district employs a lunchroom aide who distributes milk and assists with cafeteria supervision. During the 1998-99 school year, the school sold 10,540 cartons of milk, or approximately 59 cartons per day.

### Financial

A summary of the food service enterprise fund for the district reveals an operating cost of \$6,494 for school year 1998-99. This cost was charged against \$1,503 in reimbursements from the Federal government.

<b>Roosevelt Enterprise Fund Operation for the Years 1997-99</b>			
	<b>1997-98</b>	<b>1998-99</b>	<b>1998-99</b>
			<b>% Total Operating</b>
			<b>Revenue/Expense</b>
<b>OPERATING REVENUES:</b>			
Local Sources:			
Daily Sales Reimbursable Programs:	\$3,602	\$2,635	100%
<b>Total Operating Revenues</b>	<b>\$3,602</b>	<b>\$2,635</b>	<b>100%</b>
<b>OPERATING EXPENSES:</b>			
Salaries	\$3,192	\$3,417	53%
Cost of Sales	\$3,178	\$3,077	47%
Refunds	\$22	\$0	0%
<b>Total Operating Expenses</b>	<b>\$6,392</b>	<b>\$6,494</b>	<b>100%</b>
<b>Operating Income (Loss) Before Transfer</b>	<b>(\$2,790)</b>	<b>(\$3,859)</b>	
<b>Non-Operating Revenues:</b>			
Federal Sources:			
Special Milk Program	\$1,850	\$1,503	100%
Board Contribution	\$3,192	\$0	0%
<b>Total Non-Operating Revenues</b>	<b>\$5,042</b>	<b>\$1,503</b>	<b>100%</b>
<b>Net Income (Loss)</b>	<b>\$2,252</b>	<b>(\$2,356)</b>	
Retained Earnings/(Deficit) July 1	\$4,341	\$6,593	
Retained Earnings/(Deficit) June 30	\$6,593	\$4,237	

Source: 1998-99 Comprehensive Annual Financial Report (CAFR).

At present, the district does not participate in the National School Lunch Program, nor are they eligible. In order for a site to be approved, at least 50% of a school district's enrolled children must be eligible for free or reduced price meals, according to the USDA's Income Eligibility Guidelines.

**Recommendation:**

**It is recommended that the administration continue to monitor the needs of the community in terms of providing additional menu items and/or limited hot meals. If community needs change, e.g. increased enrollments, these could be provided most economically through the initiation of a satellite service from a neighboring school district.**

**BOARD OF EDUCATION**

The Roosevelt Board of Education consists of nine members, who are elected to serve overlapping three-year terms. Three members are elected each year, plus occasionally, there is a replacement for any member who does not complete the three-year term. The board normally meets two times per month, with one planning meeting and one action meeting. The chief school administrator, in consultation with the board secretary and the board president, prepares the agenda for the planning, action and any special meetings of the board. The agenda, with supporting materials, are distributed on the Monday prior to the Thursday meeting. The agenda allows for two periods during the meeting for remarks by citizens, staff members or students who wish to speak briefly before the board. There are also provisions made during the agenda for presentations to the board on relevant matters.

The board internally operates through a committee system. The committees include finance, policy, education/personnel, buildings and grounds, and legislation/public relations. Committees, which are normally composed of three board members, conduct studies, make recommendations to the board and act in an advisory capacity. The committees meet on an as-needed basis and are not authorized to take action on behalf of the board. Each chairperson reports on committee activities during the course of each board meeting. The board president serves as an ex officio member of each committee and the chief school administrator serves as an advisor. As a small district, with only one building administrator, the CSA has the responsibility and time commitment of attending each committee meeting.

The review team attended several Roosevelt Borough Board of Education meetings and was impressed by the businesslike, efficient and friendly manner in which they were conducted. It was obvious that the board president, board vice president, individual board members and the administration were interested in conducting a productive, efficient meeting and in good public communications. The school district has clearly delineated policies as to the role of the board and its operational effectiveness. The board and administration work to stay within this framework and, thus, contribute to the operational effectiveness and a positive public perception of the district.

**The board is commended for its attention to the conduct of business at its meetings. The agenda was addressed without digression and the business of the district was accomplished in a timely manner. It is recommended that the board consider doubling its committee meetings (two per night) when possible, in order to alleviate the number of evening meetings board members must spend each month on board business.**

### **Legal Fees**

The Roosevelt Board of Education utilizes an area law firm to provide services as solicitor. The board appoints the solicitor on a yearly basis during its reorganization meeting and services are provided on an as-needed basis. The solicitor does not attend board meetings and either the chief school administrator or the school business manager makes any necessary contact. During the 1998-99 school year, Roosevelt did not expend any funds for legal matters in any area.

**The district is commended for its prudent use of legal services.**

### **Administration and Board Expenses**

A review of expenses for the 1998-99 school year revealed board member expenses were \$3,998 and administration expenses were \$10,750. The expenses are within reasonable limits.

### **Board/Superintendent**

As required by New Jersey School Code 18A:17-20.3 and specified in Board Policy 2131, the board of education evaluates the chief school administrator on an annual basis. A majority of the board holds a summary conference with the CSA prior to March 30<sup>th</sup> of each school year. In interviews with members of the board, administration, and through observation, it was obvious to the team that everyone was cognizant of their roles and they do not infringe upon each other's area of responsibility. The chief school administrator and those board members interviewed spoke of the open lines of communication that exist in the school district. The team found there to be a very unique, healthy respect and appreciation for the support that the board and administration receive from community members.

### **Sending and Receiving**

The Roosevelt School District has been in a sending and receiving relationship with the East Windsor Regional School District in Hightstown, New Jersey for many years. The agreement originally covered students in grades 9 through 12 but was expanded in the early 1990's to include grades 7 and 8. The district currently sends 27 students in grades 7 and 8 to the Kreps Middle School and 58 students in grades 9 through 12 to Hightstown High School. This relationship has been reaffirmed by the board of education on a yearly basis, through formal action on a tuition contract agreement. The amount agreed upon (tentative tuition charge per pupil) is paid in ten equal monthly installments. For the 2000-01 school year, the Roosevelt Board approved a contract for \$765,253 for 85 students. The approval represented a per pupil tuition rate of \$8,337 for middle school students and \$9,317 for the high school students. Special education costs are billed separately, except for child study team costs, which are included in the regular education costs. The agreement includes a provision for a cap of \$250 per student, for additional costs, once the costs have been finalized through audit.

The agreement also stipulates that the East Windsor Regional District administration will involve the Roosevelt administration in any changes of placement that might incur additional charges such as transportation, special education, vocational or alternative placements. A survey of secondary students' parents was recently completed. Overall, the parents indicated that they were satisfied with the quality of the education their children were receiving (more so at the high school than the middle school). Orientation tours and sessions are held each spring for the 6<sup>th</sup>

grade students who will be attending the middle school. The chief school administrator has made several adjustments to the school's curriculum in order to ensure articulation and to ease the adjustment of students to the Kreps Middle School.

Nearly all of the 6<sup>th</sup> grade students elect to attend the East Windsor Regional School District as 7<sup>th</sup> graders. The remote location of the Roosevelt District makes enrollment in area private, parochial or charter schools difficult. In most cases, if this occurs, aid-in-lieu of transportation payments are given to the parents, because of the distances involved and the high cost associated with student transportation.

**Recommendation:**

**The board is commended for the negotiation of a send/receive contract that goes well beyond many boilerplate contracts. Because costs are negotiable, it is recommended that the board explore negotiating reductions of cost in contract components, seek a multi-year contract at either reduced cost or a cost freeze, or seriously explore another send/receive relationship.**



### **III. COLLECTIVE BARGAINING ISSUES**

An area that frequently presents significant opportunities for savings is negotiated contracts. While they represent opportunities for savings, the savings and contract improvements are most likely to occur incrementally through a well-conceived process of redeveloping compensation packages to be equitable and comprehensive. For this reason, we present those issues subject to collective bargaining in this section. Review team recommendations, conclusions or statements of fact are inserted in bold type within the contract language summary.

The current agreement between the Roosevelt Teachers' Association and the Roosevelt Board of Education was signed on March 30, 2000 and was retroactive to September 1, 1999 and runs through June 30, 2002. The 26-page document applies to all full-time classroom teachers and learning consultants under yearly contract to the board. Additionally, it includes part-time teachers employed 15 hours or more each week of the school year.

#### **Salaries**

Employees are paid twice monthly. Salaries for part-time staff is prorated based upon their step on the salary guide (Schedule A).

#### **School Age Dependents**

Children of non-resident staff members may attend the district's K-6 program tuition free. The student has to be accommodated within the regular classroom. The cost cannot exceed the regular cost of education and the actual cost of the program. The board may limit this benefit and it is not subject to the grievance procedure.

#### **Home Teaching**

Openings for these positions are to be posted and staff members have the right of first refusal.

#### **Instructional Council**

An instructional council made up of two association representatives and two representatives of the board was established to advise the board on curricular improvements, teaching techniques, extra curricular programs, inservice training, pupil testing and evaluation, the philosophy and educational goals of the district, teacher recruitment research and experimentation and educational specifications for buildings. The contract also establishes meeting times and feedback requirements.

**The board is commended for initiating the rebirth of the Instructional Council. Its operation facilitates open lines of communication between the board and association on instructional matters.**

#### **Sick Leave**

Sick leave is 12 days per year and may be accrued with no limit. Upon retirement, members with at least 15 years experience in the district are eligible for reimbursement of \$20 per unused day to a maximum of \$1,000.

### **Temporary Leaves of Absence**

1. Members receive three days of personal leave per year. The leave must be approved by the chief school administrator, requested at least two days prior, and may not be taken immediately prior to or after a holiday (without permission). Unused personal days are converted to sick days at the end of the school year.
2. Members may use up to two days per year to visit other schools or attend educational meetings or conferences.
3. Members receive up to five days for a death in the immediate family.
4. Members are granted leave for attendance at any legal proceeding arising out of, or resulting from, their employment.
5. Leaves are granted for temporary active duty in the Reserve or National Guard.

### **Extended Leave of Absence**

Tenured members may, upon application, be granted up to a one year leave without pay for service in the Peace Corps, VISTA, National Teachers Corps, exchange teacher, overseas teacher or accepts a Fullbright scholarship. The member must have taught at least seven years in the district and would not be eligible for seven more years. Only one member per year is eligible.

Leaves without pay are also granted for maternity and for the care of a sick member of the member's immediate family.

### **Professional Development**

The district will reimburse the employee the full cost of tuition and other costs for attendance at workshops, conferences, seminars, courses and in-service training sessions they may be requested to attend, with the exception of those required for certification. The board will also pay the full cost if it is requested by the member and approved in advance by the board.

### **Insurance Protection**

Members of the bargaining unit receive health insurance through the New Jersey State Health Benefits Plan. Recommendations in regard to insurance are presented in the insurance section of this report.

### **Deductions from Salary**

The contract allows for the deduction of dues for membership in the Monmouth County Education Association, New Jersey Education Association and the National Education Association. It also provides for members to request a deduction for a tax-sheltered annuity.

### **Member Hours and Teaching Load**

Staff members are required to report 15 minutes prior to student arrival and may leave 15 minutes after they depart. All members are guaranteed a 45 minute duty-free lunch and are not required to teach continuously for more than four hours. Staff meetings may be called with one day's notice (except in an emergency) and are limited to four hours per month. Staff members may also be required to attend up to six evening meetings or assignments per year without additional compensation. Teachers are also required, when necessary, to meet after the school day with parents/guardians or school specialists of the children they teach.

Members who teach more than 25 hours are guaranteed 120 minutes of preparation time per five day work week. Compensation for supervisory work is awarded at one day of leave for 24 hours of supervision or one day of pay at the substitute rate. Teachers who lose preparation time because of the unavailability of substitutes are compensated at 1/1,200 of their annual salary.

### **Recommendation:**

**It is recommended that the Board consider renegotiating the language of the reimbursement clause. The current clause could be misinterpreted and cost the board up to \$270 per day for internal coverage of a classroom.**

### **School Year**

The work year for members is 185 days (180 pupil days).

### **Schedule A**

<b>Salary Guide 2000-01</b>				
<b>Step</b>	<b>BA</b>	<b>BA + 15</b>	<b>MA</b>	<b>MA + 15</b>
1	\$31,051	\$31,493	\$32,362	\$33,018
2	\$31,827	\$32,280	\$33,171	\$33,843
3	\$32,622	\$33,087	\$34,000	\$34,689
4	\$33,276	\$33,749	\$34,681	\$35,383
5	\$33,941	\$34,424	\$35,374	\$36,091
6	\$34,619	\$35,112	\$36,081	\$36,813
7	\$35,576	\$37,031	\$37,870	\$37,890
8	\$36,597	\$37,091	\$38,149	\$38,968
9	\$37,686	\$38,411	\$39,240	\$40,059
10	\$38,911	\$39,637	\$40,412	\$41,234
11	\$40,137	\$40,862	\$41,585	\$42,409
12	\$41,363	\$42,089	\$42,756	\$43,583
13	\$42,589	\$43,314	\$43,928	\$44,758
14	\$43,439	\$44,165	\$45,100	\$45,933
15	\$44,304	\$45,029	\$45,960	\$46,794
16	\$45,168	\$45,893	\$46,840	\$47,661
17	\$46,237	\$46,920	\$47,692	\$48,531
18		\$48,040	\$48,552	\$49,393
Off #2			\$54,167	
Off #1			\$54,985	

### **Schedule B**

The contract states the chief school administrator shall appoint an assistant to the principal and he/she is to be compensated at \$750 per year. If the chief school administrator and the assistant to the principal are absent, then the most senior teacher become acting assistant to the principal with compensation of \$20 per day if acting in excess of one hour.

**Recommendation:**

The language in this section of the contract is confusing. It is recommended that the board consider negotiating the removal of this schedule. The appointment of an assistant to the principal should remain a board managerial prerogative made upon the recommendation of the chief school administrator. This would then allow the CSA to consider the qualifications necessary for the position occupant and alleviate some or all of the liability issues involved. It is also recommended that a formal job description be developed and submitted to the county superintendent of schools in accordance with N.J.A.C. 6:11-3.3.

**Schedule C**

The contract provides longevity increments for staff members based upon their continuous service to the school district on the following basis:

1. 10 years of continuous satisfactory service - \$1,250;
2. 15 years of continuous satisfactory service - \$1,500; and
3. 20 years of continuous satisfactory service - \$500.

Longevity is determined by multiplying the above amount time a staff members FTE (full-time equivalency).

**Schedule D**

Staff members are compensated for after school activities at \$22.50.

#### **IV. SHARED SERVICES**

Tremendous potential for cost savings and operational efficiencies exist through implementation of shared cooperative services between local government entities. In every review, Local Government Review strives to identify and quantify the existing, and potential, efficiencies available through the collaborative efforts of local officials in service delivery in an effort to highlight shared services already in place and opportunities for their implementation.

##### **Cooperative Purchasing/Consortia**

The district purchases its school supplies through the Educational Data Services Cooperative at significant savings. Paper supplies had been ordered through the cooperative operated by the Pittsgrove Board of Education. This practice was temporarily suspended when the district received a five to six year supply of paper as a donation from a local paper company. Electricity is purchased through the Middlesex Educational Service Unit and has provided savings in the 14% range.

The Roosevelt School District, in an effort to maximize its budget dollars, has entered into a number of agreements, mostly in the transportation area, with other local school districts. The district, because of its rather remote Monmouth County location, often experiences difficulty in obtaining competitive bids and/or quotes on its routes. Cooperative arrangements have been made with the Millstone, East Windsor and Upper Freehold School Districts, whenever possible. The district does utilize the services of the Monmouth Ocean Educational Service Unit whenever possible for transportation, inservice programming and special education placements. The administration has also attempted to arrange staff sharing when openings occur but has not been successful.

##### **Facilities/Community**

The Roosevelt Board of Education has a facilities use policy along with companion policies on regulations and procedures in place. These policies state that the school building, grounds and property shall be used, to the fullest extent possible, by the community, while respecting the rights of the neighboring residents and their properties. The use of the facilities cannot interfere with the educational program, school activities or custodial/maintenance schedules. Usage is restricted to groups directly related to the school, organizations indirectly related, the municipal government, other governmental agencies and community organizations formed for charitable, civic or educational purposes. Applicants must submit an application, proof of insurance, prepay custodial charges, and present a signed hold harmless agreement. The renter group must also identify a responsible person.

The school library is available to the community on a very limited basis. Volunteers staff the program. The Cub Scouts and Brownies use the building as their meeting site. The school is also used for many PTA activities as well as the yearly Roosevelt Art Festival and community plant and garage sale. The athletic field is used and partially maintained by area soccer and little leagues.

## **Municipal**

The school district and municipality share services on a very limited basis. The municipality provides trash pickup and snow plowing, when necessary, to the school district. The district provides its facilities to accommodate the summer camp recreation program sponsored by the municipal government. This exchange has taken place for many years with no formal agreement. When the school district received the recent donation of paper, the municipality provided the truck for pickup. The district, in return, donated part of the gift to the municipality. Cooperation between the Borough Council and Board of Education has been limited. Recently, changes have occurred that have led to increased dialogue with the goal of negotiating an interlocal agreement on sharing services.

In addition to savings to be realized by joining services, there are two new state programs designed to encourage and reward local government units and their taxpayers for regionalizing, sharing and joining services with other units of local government. The Regional Efficiency Development Incentive Act (REDI) provides funds to local units to study or to implement the feasibility of joining services. The second program, REAP (Regional Efficiency Assistance Program), provides direct tax relief to resident taxpayers for any local government regional service agreement signed after July 1, 1997. These programs are jointly administered by the New Jersey Department of Education (DOE) and the New Jersey Department of Community Affairs (DCA), Division of Local Government Services. The school district is encouraged to contact the REDI Program website at [www.state.nj.us/redi](http://www.state.nj.us/redi) or contact DOE REDI Program by calling directly at 609-633-2454.

## **Recommendation:**

**The board of education and municipal government are commended for their willingness to pursue an agreement to increase cooperation and, thus, benefit the community. Until this agreement comes to fruition, it is recommended that the board and municipal officials create a committee, to meet on a regular basis, to discuss matters of mutual benefit. Opening the lines of communication, on a formal basis, can lead to additional financial savings and improvements in services to the community.**

## **V. STATUTORY AND REGULATORY REFORM**

The fifth and final section of the report, Statutory and Regulatory Reform, attempts to identify those areas where existing state regulations or statutory mandates are brought to the attention of the LGBR review team by local officials which appear to have an adverse effect on efficient and cost effective local operations. It is common for local officials to attribute high costs and increased taxes to “state mandates.” Each review team is then charged with reporting those areas in this section of the report. The findings summarized below will be reviewed by the appropriate state agency for the purpose of initiating constructive change at the state level.

Board of education members and key administrators were interviewed and given the opportunity to express their concerns regarding the various regulations that impact the public schools. During interviews district officials expressed some concerns in the following areas:

1. The community does not feel that its current District Factor Grouping (DFG) is correct. An appeal process should be developed by the state that allows communities to seek redress.
2. Wave the current 10% cap for increases in CEIFA funding.
3. The costs incurred by the district for special education and its related transportation are exorbitant. The current threshold of \$40,000 for extraordinary aid needs to be lowered. In addition, the cost for transportation, when special transportation is needed, presents a significant financial burden to the district. Special education regulations need to be overhauled and the costs associated with them should be fully funded by the state.
4. The fee for mentors for new teachers should be paid by the state.
5. The current method of funding education through property taxes is unfair and needs to be changed.
6. The state should fully fund all mandates.

All resources should be employed to pressure the federal government into fully funding all IDEA mandates.

## **LOCAL GOVERNMENT BUDGET REVIEW ACKNOWLEDGMENTS**

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